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FROM

The Commission

NINTH ANNUAL REPORT
OF THE
NEW YORK STATE
PROBATION COMMISSION
FOR THE YEAR 1915



TRANSMITTED TO THE LEGISLATURE APRIL 3, 1916

ALBANY
J. B. LYON COMPANY, PRINTERS
1916

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The ...



STATE OF NEW YORK

No. 44

IN ASSEMBLY

APRIL 3, 1916.

NINTH ANNUAL REPORT

OF THE

STATE PROBATION COMMISSION

STATE OF NEW YORK,

OFFICE OF THE STATE PROBATION COMMISSION,

ALBANY, April 3, 1916.

HON. THADDEUS C. SWEET, SPEAKER OF THE ASSEMBLY:

SIR.—By direction of the Commission, I have the honor to transmit to the Legislature, herewith, the Ninth Annual Report of the State Probation Commission, as required by section 30, chapter 54, of the Consolidated Laws.

Very respectfully yours,

CHARLES L. CHUTE,

Secretary.

STATE PROBATION COMMISSION

MEMBERS

NAME	Address	Appointed by	Date appointed	Term expires
HOMER FOLKS, President..	105 E. 22d st., New York City.	The Governor.....	July 2, 1907	
FRANK E. WADE, Vice- President.....	D. S. Morgan bldg., Buffalo.	The Governor..... The Governor..... The Governor.....	Jan. 5, 1912 July 2, 1907 July 29, 1908	July 1, 1915
EDWARD C. BLUM.....	424 Fulton st., Brooklyn.....	Prison Commission..... The Governor.....	June 7, 1910 Oct. 4, 1910	Jan. 5, 1917
EDMOND J. BUTLER.....	105 E. 22d st., New York city.	The Governor.....	Dec. 27, 1912	July 1, 1916
ALPHONSO T. CLEARWATER	Ulster County Savings Bank bldg., Kingston.	The Governor..... The Governor..... The Governor.....	Sept. 18, 1910 July 18, 1914 April 21, 1909	July 1, 1918
JOHN H. FINLEY.....	The Capitol, Al- bany.	Ex-Officio.....	Sept. 18, 1910 July 29, 1913	July 1, 1917
HENRY MARQUAND.....	Bedford Hills...	Board of Charities...	Dec. 1, 1913 July 14, 1915	April 12, 1917

FORMER MEMBERS

NAME	Address	Appointed by	Date appointed	Term expired
Roger P. Clark.....	Binghamton.....	Prison Commission...	July 2, 1907	Jan. 1, 1909
Felix M. Warburg.....	New York city...	The Governor.....	July 2, 1907	April 22, 1909
Dennis McCarthy.....	Syracuse.....	Board of Charities...	July 12, 1907	Oct. 31, 1909
Francis C. Huntington*	New York city...	Prison Commission...	Jan. 5, 1909	June 7, 1910
Charles F. McKenna.....	New York city...	The Governor.....	July 2, 1907	Sept. 17, 1910
Horace McGuire.....	Rochester.....	Board of Charities...	Nov. 17, 1909	April 9, 1913
Andrew S. Draper*.....	Albany.....	Ex-Officio.....	June 8, 1907	April 22, 1913
Nicholas M. Peters.....	Syracuse.....	Board of Charities...	April 9, 1913	July 14, 1915

*Deceased.

CHARLES L. CHUTE..... Secretary
 JOHN D. LYNN, 2ND..... Assistant Secretary
 CLEMENT A. MUNGER... Chief Clerk and Hearing Stenographer
 LINA J. KLINE..... Stenographer

Office: 58 North Pearl Street, Albany

STANDING COMMITTEES FOR 1916

COMMITTEE ON PUBLICATION.— The President, Commissioners Clearwater, Finley and Butler.

COMMITTEE ON FINANCE.— Commissioners Blum, Marquand, Wade and the President.

COMMITTEE ON INVESTIGATION.— Commissioners Wade, Finley, Butler and the President.

COMMITTEE ON EXTENSION.— Commissioners Butler, Blum, Wade and the President.

COMMITTEE ON LEGISLATION.— Commissioners Clearwater, Wade, Marquand and the President.

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EIGHTH ANNUAL STATE CONFERENCE OF PROBATION OFFICERS, ALBANY, NOVEMBER 14-16, 1915.

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REPORT

To the Honorable the Legislature of the State of New York:

The State Probation Commission respectfully submits the following report for the year 1915:

DEFINITION OF PROBATION

Probation is a method by which the community, through its courts, seeks to supervise, discipline, and reform offenders without imprisoning them. It is used especially for young or first offenders and others not hardened in vice or crime.

Persons found guilty — whether children or adults — after an investigation (usually by the probation officer) are conditionally given their liberty, under suspension of sentence and on their good behavior, and are placed under the authoritative, helpful, oversight of a man or woman appointed by the court as a probation officer. Those on probation must observe certain conditions, as, for instance, to report regularly to the probation officer (usually once a week), to abstain from evil associates and habits, to work regularly, to pay certain amounts weekly to the probation officer, for family support, fines or restitution, or such other conditions as the court may impose. In case of failure to observe such conditions, those on probation may be returned to court and otherwise dealt with. The probation officer keeps informed as to their conduct by home visits and in other ways, and by friendly and helpful means aids them in every way possible to improve their habits and circumstances.

HISTORY OF PROBATION

The appointment of probation officers was first authorized by law in Massachusetts in 1878. In New York, as in other States, the use of some form of probation for offenders released under suspension of sentence developed without statutory authorization in certain courts. The first general probation law in this State was enacted in 1901. It allowed the appointment of probation officers without compensation and was limited to cities and applicable only to persons over sixteen years of age. The same year a special

law provided for the appointment of probation officers for juveniles in the city of Buffalo. In 1903, the probation law was extended to all parts of the State and made applicable to children. In 1905, provision was made to allow the payment of salaries by local authorities. The same year saw the appointment of a special Probation Commission by the Legislature of New York which thoroughly studied the probation work of the State. The Commission found very little effective probation work then being carried on and no uniformity of methods. In its report to the Governor in 1906, the Commission said: "The appointment of probation officers has been carried into effect in but few of the courts." Describing the irregularity and inconsistency of the work then done, it said: "The underlying weakness of the probation system as now conducted is to be found in the very large number of courts possessing the power of appointment of probation officers and in the absence of any supervision, co-ordination or organization of the work of probation officers, except such as may be exercised by the courts to which they are attached. There are practically as many systems of probation as there are courts using the probation law."

To aid in curing these evils and in extending the probation service to all the courts in this State, the Commission recommended central State supervision. The report of 1906 said: "We are, therefore, strongly of the opinion that, while probation work must always be permitted a considerable degree of flexibility to meet local conditions and individual needs, there should be provided, nevertheless, some form of central oversight. This should involve the collection of information in regard to the extent to which probation is utilized in different portions of the State from time to time, the manner in which probation work is carried on, and the value of the results secured. It should include the authority to make formal and detailed investigations of probation work in any given court or locality, when such is deemed advisable; it should provide for the making of suggestions to the Legislature from time to time for the improvement of the probation system, and for recommendations from time to time to public authorities, judicial and executive, concerned in the administration of probation; it should involve the promotion of probation work in those localities in which it is not availed of."

Following out this recommendation, central State supervision of probation was established in 1907 by the creation of the present State Probation Commission.

DUTIES OF THE COMMISSION

The principal duties of the State Probation Commission as prescribed by law (section 30, chapter 54, Consolidated Laws, as amended by chapter 613, Laws of 1910) are as follows:

To meet at stated times, not less than once every two months;

To exercise general supervision over the work of probation officers throughout the State and to keep informed as to their work;

To inquire into the conduct and efficiency of probation officers from time to time;

To endeavor to secure the effective application of the probation system, and the enforcement of the probation law in all parts of the State;

To collect and publish statistical and other information and to make recommendations as to the operations of the probation system;

To inform all magistrates and probation officers of any legislation directly affecting probation, and to publish each year a list of all probation officers in the State;

To make an annual report to the Legislature showing the proceedings of the Commission, the results of the probation system as administered in the various parts of the State, with recommendations.

MEMBERS AND OFFICERS OF THE COMMISSION

There has been one change in the personnel of the Commission during the past year. On July 14, 1915, Nicholas M. Peters ceased to be a member of the Commission following his retirement from the State Board of Charities, and Henry Marquand of Bedford Hills was designated by the State Board of Charities to fill the unexpired term. On January 5th Frank E. Wade of Buffalo was redesignated by the Commission of Prisons as a member of the Probation Commission for the ensuing year.

On January 20th, Commissioners Folks and Wade were re-elected as president and vice-president, respectively, for the ensuing year.

RESUME OF THE WORK OF THE COMMISSION

During the past year there has been no marked change in the policies or general lines of work carried on by the Commission. Its principal activities, as in previous years, have been concerned with the extension of effective probation work, especially in communities which have been without salaried officers, in keeping in ~~as close touch as possible~~ with the work of the officers through their monthly reports, correspondence, visits and investigations, and in the promotion of public knowledge and support of probation work by means of conferences and the distribution of literature.

More specifically the activities of the Commissions have included the following:

1. The holding of regular bi-monthly Commission meetings in various cities.
2. The collection of monthly statistical reports from all probation officers of the State, and the tabulation of the same.
3. The publication and distribution of literature on probation, including the annual report and the Manual for Probation Officers.
4. Supplying probation officers with blank forms, record books, literature and information to assist them in their work.
5. Visits of inspection and investigation of the work of courts and probation officers throughout the State.
6. Special efforts for the extension of the probation system in cities and counties.
7. Assisting in civil service examinations, both State and local for the appointment of probation officers.
8. Studying legislation affecting probation introduced or proposed.
9. The preparation and advocacy of several proposed amendments before the Constitutional Convention of the State.
10. Arranging for and conducting the following conferences:
 - (a) The sixth annual conference of the State Association of Magistrates at Albany, January 19 and 20.
 - (b) The fifth series of New York conferences on probation, consisting of six meetings, April 22 to May 7.
 - (c) The eighth annual conference of probation officers at Albany, November 14-16.

INVESTIGATION AND EXTENSION WORK

Probably the most important work of the Commission is that of visiting and investigating the work of probation officers throughout the State. As far as its small staff has allowed, the Commission has endeavored to keep in as close touch as possible with the probation officers, especially in the larger cities, by means of visits of inspections and investigations, by its Secretary and Assistant Secretary. A total of 101 visits of inspection of courts and probation offices have been made during the past year. Most of the cities and the majority of the counties were visited, many visits being made in the larger cities. In twelve cases a thorough investigation and report was made.

Directly connected with the work of investigation are the efforts made each year to secure the extension of the system and the appointment of new officers. There are still many localities in the State where effective probation has not been established. The Commission endeavors to select those cities or counties where the greatest need exists and to make a special effort to see that the need is provided for. After canvassing the situation through an investigation of the work of the courts and interviews with public officials and leading citizens, a hearing is arranged before the board of supervisors, if a county probation officer is sought, or before the city council to secure city officers. The hearing is followed up by efforts to secure the necessary appropriation to start probation work. Special efforts to secure the appointment of county probation officers were carried on last year in the counties of Nassau, Orange, Westchester, Chemung, Orleans, Seneca, Delaware, for the Court of General Sessions of New York city and for the County Courts of Kings, Queens and Richmond. Successful efforts of this character were carried on in the cities of Buffalo and New York. Hearings, addressed by a representative of the Commission, were held before the county board of supervisors in the counties of Steuben, Orange, Westchester, Orleans, Seneca and Delaware, and before city boards in Buffalo and New York. We have also joined in efforts to secure more adequate salaries for probation officers. Under the heading "Local Developments Throughout the State," some account of these special efforts and the results obtained is included.

PUBLICATION AND DISTRIBUTION OF LITERATURE

The Commission acts as a clearing house for information on probation work. Many inquiries are answered and the reports and other publications of the Commission, including the Manual for Probation Officers, are sent out upon request. Probation officers and other persons desiring to become such, judges and others connected with the work of the courts received literature. Three thousand seven hundred and eighty-eight packages of literature were sent out during the year.

The Eighth Annual Report of the Commission was published in September and about two thousand copies were sent out throughout the State. It has always been the effort of the Commission to make the report of practical and educational value, containing as it does the proceedings of conferences and other general matter on probation.

In addition to the annual report, the minutes of its meetings, programs of conferences, etc., the Commission has published the following pamphlets during the year:

"Children's Court Problems," an address delivered at the State Conference of Magistrates, by Justice Benjamin J. Shove.

"Reorganization of the Courts of Limited Jurisdiction," report of the Committee on Constitutional Convention of the State Association of Magistrates.

"Effective Probation; Its Place in the Treatment of Crime," address at the State Conference of Probation Officers by Governor Charles S. Whitman.

A Brief submitted to the Supreme Court of the United States regarding the suspension of sentence and the use of probation in the United States District Courts.

In addition to the above, we have distributed the following:

"The Probation Officer at Work," published by the School of Philanthropy, New York city, by Henry W. Thurston.

"Adult Probation and Parole," published by the National Conference of Charities and Correction, by Frank E. Wade.

FORMS FOR PROBATION OFFICERS

The Commission has continued its policy of distributing a full set of forms for probation officers' records. Many of the

forms have been revised and republished during the past year. An effort is made to incorporate the latest and best ideas on the subject, forms being secured for comparison from courts in all parts of the country. During the year 66,479 copies of forms were sent out for the use of probation officers in the State. While this distribution entails much work and expense, we believe it is of great value in bringing about thorough record keeping and a measure of uniformity in the State. It is especially helpful to be able to supply to newly appointed probation officers who often begin their work without any previous knowledge of the same and without any office equipment, a complete set for starting their work.

OFFICE AND STATISTICAL WORK

Monthly statistical reports have been received from all probation officers throughout the State, as has been done since the Commission was established. All facts appearing on these reports are carefully tabulated and the results appear in this report. A valuable feature of these reports added during the past year is the receiving of reports from each officer on his home visits and in regard to parole cases under his supervision. A separate report is also received upon cases of children under supervision and informal probation.

By means of these regular reports and much correspondence with probation officers, as well as by visits, the Commission endeavors to keep informed as to the work of the officers in all parts of the State that it may know the results, needs, special deficiencies and excellencies of the work being carried on.

A total of 14,947 pieces of mail were sent out by the Commission during the year, of which approximately 3,942 were signed letters; 3,891 were circular letters; 3,788 packages of literature; 2,071 programs of conferences, and 1,255 blank reports.

THE STATE CONFERENCE OF PROBATION OFFICERS

Each year for the past eight years, the Commission has called together the probation officers of the State and others to attend a conference to discuss probation problems and to hear addresses upon various phases of the work. This annual conference has

become an institution in the State. It promotes mutual acquaintance among the officers, and mutual exchange of views and experiences. It has in this way added much to the development of effective probation and to the co-operation of the probation officers.

The eighth annual conference was held in the Education Building, Albany, on November 14, 15 and 16, 1915. Over one hundred persons registered as delegates to the conference, fifty-five of whom were probation officers from all parts of the State. Many of the probation officers attended the conference at their own expense. The Commission has each year endeavored to secure the sending of probation officers to the annual conference at the expense of the cities or counties for which they serve. As the conference undoubtedly makes the officers more efficient, and better equipped to cope with their daily problems, attendance upon the conference should be considered one of their most necessary expenditures.

The conference consisted of three sessions given over to formal addresses by judges and authorities upon the subject of probation work. Among others, the conference was honored by the presence of Governor Charles S. Whitman, whose able address upon the subject, "Effective Probation; Its Place in the Treatment of Crime," will be found published in full in the proceedings which follow. There were held also three sessions given over entirely to informal round-table discussions. The proceedings of the meeting will be found in Appendix D of this report.

NEW YORK CITY CONFERENCES ON PROBATION

For the past five years, the Commission has co-operated with the judges and probation officers of New York city in conducting a series of evening conferences on probation, especially for the probation officers of the city. A joint committee consisting of probation officers from the various courts met with representatives of the Commission and made arrangements for the fifth annual series. The meetings were held in the City Hall on Thursday and Friday evenings from April 22 to May 7, 1915. The attendance was made up largely of probation officers and others engaged in related lines of work. Most of the meetings were given over to general discussion which was very practical and animated. In New York city there are varying methods and ideas in vogue in the probation work of the different courts. The bringing together

of the officers of the city once a year has served to unify the different plans of work and improve the general standard. The plan of placing responsibility for conducting meetings more largely in the hands of the probation officers themselves proved successful. The proceedings, in part, will be found in Appendix C.

THE CONFERENCE OF THE STATE ASSOCIATION OF MAGISTRATES

The State Association of Magistrates was organized independently in 1909 as a result of an invitation extended by the Commission to city judges to meet in an informal conference at Albany in that year. The Commission has always co-operated very closely with the Association, its secretary acting as secretary of the Association. The President, Hon. George C. Appell, City Judge of Mount Vernon, the Vice-President, Hon. Edward J. Dooley, City Magistrate of Brooklyn, the other members of the Executive Committee and special committees, co-operating with the Secretary, have been active during the past year in efforts to improve and standardize the magistrates' courts of the State. Efforts have been chiefly directed toward securing legislation and constitutional amendments and toward increasing interest in the Association. In this connection, the Commission printed a brief prepared by a Committee of the judges on the "Reorganization of the Courts of Limited Jurisdiction" and sent out letters to all judges and to many others in regard to needed Constitutional amendments indorsed by the Association.

The sixth annual conference of the Association was held in Albany on January 19 and 20, 1915. The proceedings of the meeting were published in the last report of the Commission. The seventh annual conference was the most successful and best attended of any yet conducted by the Association. It was held in the Hotel Astor, New York city, on January 21 and 22, 1916, and was attended by 53 judges from all over the State. The proceedings of the meetings are given in Appendix E.

CIVIL SERVICE EXAMINATIONS

The success and permanence of the probation system depends increasingly upon securing and retaining efficient and experienced officers in the service. Nothing can be more important than the selection of men and women with the requisite adaptability, tact,

knowledge of human nature, character, and interest, and the other qualities which go to make up a good probation officer. Five years' experience in selecting probation officers entirely through civil service examinations in this State has more than justified the system. During the past two years it has been especially evident that the very qualities most essential in probation officers can be ascertained through the right kind of civil service examinations. In every civil service examination held in the State during the past year, two features for which the Commission has long contended have been incorporated: (1) The holding of a practical oral examination; (2) The use of expert examiners familiar with probation work, in the oral part and, in some instances, in all parts of the examination.

All examinations conducted by the State Civil Service Commission for county positions during the past year have consisted of two parts:—a practical written examination for which 50 per cent. credit is allowed, and an oral examination, given the same weight, in every case conducted with the assistance of a representative of this Commission. The results of these examinations have been remarkably good. We do not hesitate to state that in every examination held last year, the men or women who were best qualified by personality and experience attained the head of the list. In all except two cases, the appointing magistrate, although having free choice among the first three names, selected the candidate who stood first on the list. On account of these civil service examinations, very noticeable improvement in the quality of the probation officers and in the effectiveness of the work done has occurred during the past few years. The Commission appreciates the cordial co-operation of the present State Civil Service Commission in requesting our assistance in all such examinations.

A representative of the Commission also assisted in examinations conducted by two Municipal Civil Service Commissions during the past year, in one case preparing and conducting the entire examination.

Following is a list of the examinations in which the Commission has assisted at the request of the civil service commissions during 1915:

Steuben county, January 7th: Examination for two county

probation officers, conducted by the State Civil Service Commission, fourteen candidates, the secretary, Mr. Chute, assisting.

Niagara county, January 23d: Examination for county probation officer, conducted by State Civil Service Commission, ten candidates, Commissioner Wade assisting.

St. Lawrence county, January 23d: Examination for county probation officer, conducted by the State Civil Service Commission, fourteen candidates, the secretary, Mr. Chute, assisting.

Erie county, April 24th: Examination for Polish county probation officer, conducted by the State Civil Service Commission, ten candidates, Commissioner Wade assisting.

Orange county, April 17th: Examination for county probation officer, conducted by the State Civil Service Commission, seventeen candidates, the secretary, Mr. Chute, assisting.

Westchester county, June 5th: Examination by the State Civil Service Commission for county probation officer, forty-two candidates, the secretary, Mr. Chute, assisting.

Buffalo, August 12th: Examination for Polish city probation officer, conducted by the municipal civil service commission, ten candidates, Commissioner Wade assisting.

Bronx county, September 3 and 4: Examination for county probation officer, conducted by the State Civil Service Commission, 105 candidates, the secretary, Mr. Chute, assisting.

Albany, October 29th: Examination for woman probation officer, conducted by the municipal civil service commission, twenty candidates, the secretary, Mr. Chute, assisting.

DEVELOPMENTS OF THE YEAR RELATING TO PROBATION

The year 1915 was one of progress in the development of a successful probation system in the courts of the State. Progress is shown in the number of persons cared for on probation which exceeds that of any previous year by 159, in the number of cities, counties, towns and villages using probation, and especially in the increased number of salaried probation officers. The general figures showing the use of probation during the past fiscal year compared with those of the preceding year are shown in the table which follows:

GENERAL STATISTICAL SUMMARY

	Year ending September 30, 1914	Year ending September 30, 1915
Persons continued on probation from previous year.....	8,663	*10,933
Persons placed on probation during year.....	18,549	18,708
Persons on probation part or all of year.....	27,212	29,641
Persons passed from probation during year.....	16,287	17,734
Persons remaining on probation at end of year.....	10,925	11,907
Percentage of those who passed from probation, in which results were reported, who completed their terms and were discharged as improved.....	78.1%	78.3%
Cities using probation in local courts.....	37	44
Counties using probation in county or supreme court, or both...	45	46
Counties using probation in town or village courts.....	35	36
Publicly salaried probation officers at end of year.....	164	174
Probation officers detailed from other branches of public service.	8	8
Volunteer probation officers having cases during year.....	299	236
Cases investigated by probation officers before sentence.....	24,903	26,843
Home vi its made by probation officers.....		88,336
Amount collected by probation officers for family support.....	\$96,768 95	\$102,988 85
Amount collected by probation officers in instalments for pay- ment of fines.....	17,567 80	18,598 50
Amount collected by probation officers for restitution.....	19,216 04	27,815 74
Total collected by probation officers.....	\$133,552 79	\$149,403 09

* Including eight cases continued on probation from the preceding year, but not reported until after September 30, 1914.

The number of boys under sixteen, girls under sixteen, men and women who received the benefits of probation during the year is shown in the next table.

SEX AND AGE OF PROBATIONERS

	Boys	Girls	Men	Women	Total
Continued on probation from September 30, 1914.	2,413	368	7,373	779	10,933
Placed on probation during year ending Septem- ber 30, 1915.....	5,108	614	11,281	1,705	18,708
Total on probation during year.....	7,521	982	18,654	2,484	29,641
Passed from probation during year.....	4,906	572	10,687	1,569	17,734
Remaining on probation on September 30, 1915.	2,615	410	7,967	915	11,907

Chart I shows the proportion of boys, girls, men and women in the entire State and in the different groups of courts in the State.

GAINS DURING THE PAST YEAR

It is interesting to note that every figure in the general statistical table shows an increase over the preceding year, except in the number of volunteer and detailed probation officers serving in the

CHART I
NUMBER OF PERSONS PLACED ON PROBATION
 YEAR ENDING SEPTEMBER 30, 1915

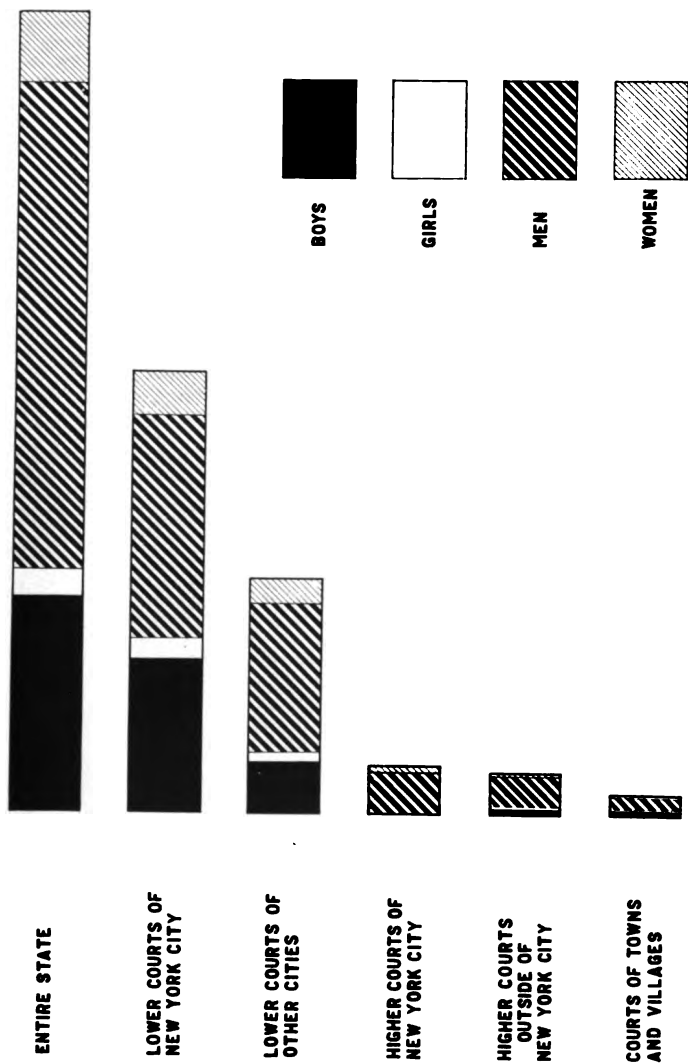
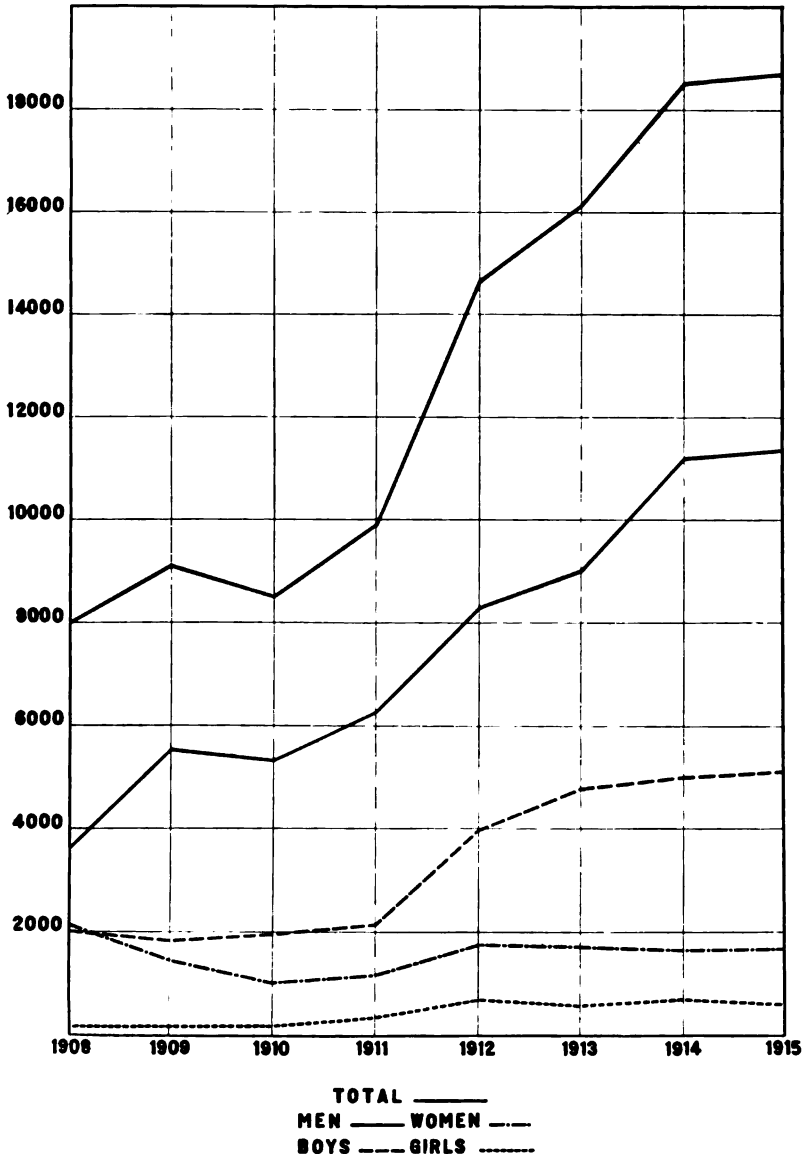


CHART II
VARIATIONS IN NUMBERS PLACED ON
PROBATION IN EIGHT YEARS



courts. The work of many volunteers giving a little time has been taken over in many instances by salaried, full-time officers to the great improvement of the probation work, both in quantity and quality. The number of salaried probation officers shows a net increase of ten. The total number of persons cared for part or all of the year by probation officers increased by 2,429 or 8.9 per cent. The number actually on probation at the end of the year increased by 974, or 8.9 per cent. More cities, counties, towns and villages used probation than during the preceding year or any previous year. Investigations by probation officers and money collections of all kinds increased.

The number of persons placed on probation divided between children and adults for each year since the Commission has collected complete statistics is shown in the following table:

NUMBER OF PERSONS PLACED ON PROBATION

YEAR ENDING SEPTEMBER 30	Children	Adults	Total
1908.....	2,188	5,859	8,047
1909.....	2,056	7,059	9,115
1910.....	2,177	6,347	8,524
1911.....	2,489	7,411	9,900
1912.....	4,047	10,040	14,687
1913.....	5,405	10,739	16,144
1914.....	5,714	12,835	18,549
1915.....	5,722	12,986	18,708
Total.....	30,398	73,276	103,674

It is seen that in eight years' time 103,674 persons received the benefits of probation. Chart No. II, which follows, makes clear this remarkable growth.

NEW POSITIONS CREATED

During 1915 there were sixteen new salaried probation officers' positions created in the State as follows: a woman probation officer for the city of Ithaca; an additional woman probation officer for the Magistrates Courts, First Division, New York City; five additional male probation officers for the New York City Childrens Court; five new probation officers, two women and three men, added to the staff of the Buffalo City Court; the position of county probation officer established for Orange county; the position of

county probation officer established in Westchester county; Polish speaking male probation officer added to the staff of the Erie county probation office; an additional county probation officer serving under the title of county detective provided for the Bronx County Court. During the year the positions of seven women probation officers were abolished in the New York City Magistrates Courts, Second Division. There was a net gain of nine new positions during the year. In addition to the above, five probation officers were appointed to positions newly created during the previous year, and there were eight appointments to succeed salaried officers.

Better salaries than before were established for most of the new positions created during the past year. A minimum of \$1,200 is now paid to all probation officers starting work in New York City. The same was paid to the male probation officers appointed in the City Court of Buffalo. Salaries from \$900 to \$1,500 were provided for the new positions of county probation officer established last year.

Thirty-five probation officers received salary increases during the past year.

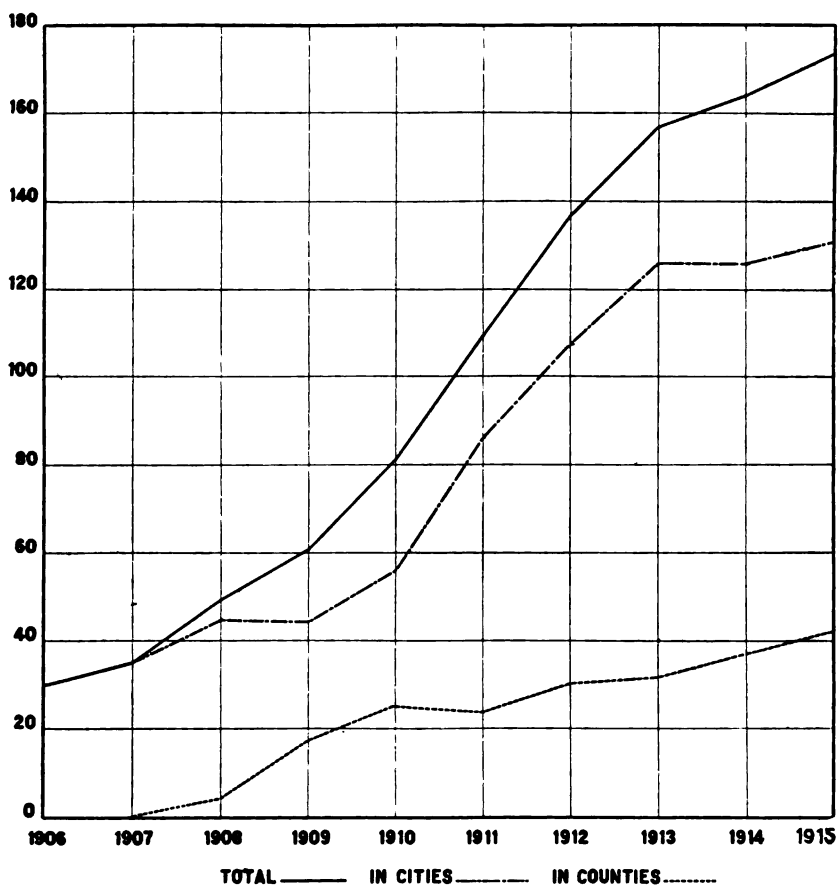
Fifty-seven new volunteer probation officers were appointed and eight resigned.

The following table shows the steady increase in the number of salaried officers serving at the end of each fiscal year. The totals include only those publicly salaried for probation work and not those detailed from other branches of the public service:

PUBLICLY SALARIED PROBATION OFFICERS THROUGHOUT THE
STATE

SERVING ON	
December 31, 1906.....	30
December 31, 1907.....	35
December 31, 1908.....	49
December 31, 1909.....	61
December 31, 1910.....	81
December 31, 1911.....	109
September 30, 1912.....	137
September 30, 1913.....	157
September 30, 1914.....	164
September 30, 1915.....	174

CHART III
INCREASE IN SALARIED PROBATION
OFFICERS IN TEN YEARS



The only cities in the State of 20,000 population or over not as yet employing salaried probation officers are as follows: Schenectady, Troy, Niagara Falls, Elmira, New Rochelle, Oswego, Cohoes, Rome and Gloversville.

Of the sixty-two counties of the State, thirty-three now employ salaried county probation officers.*

COURTS USING PROBATION

Of the persons placed on probation during the past year, the following table shows the distribution by groups of courts:

NUMBER OF PERSONS PLACED ON PROBATION DURING THE YEAR
BY GROUPS OF COURTS

	Boys	Girls	Men	Women	Total	Per cent
Lower courts of New York City.....	3,609	475	5,255	1,035	10,374	55.5
Higher courts in New York City.....	.....	.....	1,131	77	1,208	6.5
Courts of other cities.....	1,187	77	3,639	563	5,466	29.2
County and Supreme Court outside New York City.....	192	46	893	19	1,150	6.1
Courts of towns and villages.....	120	16	363	11	510	2.7
Entire state.....	5,108	614	11,281	1,705	18,708	100.0

From the above it is seen that 62 per cent. of all cases are from the courts of New York City; 29.2 per cent. were received from other city courts; 6.1 per cent. from county and Supreme courts outside New York City and only 2.7 per cent. from the courts of towns and villages. The great bulk of cases comes from the cities principally the larger cities. This is probably not because of the disproportionately greater percentage of criminality in the larger cities, but because of the fact that crime and delinquency is more looked after in the cities, especially in so far as the use of probation is concerned. The probation system began in the cities and has been chiefly developed there. The Commission has constantly labored to extend the probation service to the smaller cities and rural districts of the State, believing that on account of the successful development of the work in the cities the need has now become greatest in the rural districts.

* Three counties, Kings, Queens and Bronx employed county detectives detailed as probation officers.

During the past year all of the fifty cities of the State of over 10,000 population used probation, except the following six: White Plains, Olean, Glens Falls, Little Falls, Rensselaer and Oneonta. Out of the sixty-two counties in the State, forty-six used probation in their higher courts and thirty-six in one or more town and village courts. The courts in the following cities which used no probation in 1914 reported cases last year: Beacon, Canandaigua, Lockport, Middletown, New Rochelle, North Tonawanda and Ogdensburg. There were no cities which discontinued the use of probation in 1915. Cities showing the largest gains in the number of cases placed on probation were Hornell, Kingston, Lackawanna, Newburgh and Niagara Falls.

The counties of Delaware and Niagara used probation regularly for the first time last year. Counties showing the largest increase in the use of probation in their county and Supreme Courts were Bronx, Dutchess, New York (Court of General Sessions), Orange, St. Lawrence and Steuben.

Counties which reported cases placed on probation from the justices' courts of the towns or villages last year, but not in 1914, were Chautauqua, Chenango, Rensselaer, Essex and Sullivan. On the other hand, four counties, Genesee, Greene, Livingston and Yates, did not place cases last year but did so previously. Counties showing the largest gain in rural work were Cortland, Dutchess, Franklin, Onondaga, Nassau, Suffolk and Orange.

The explanation for all these gains is generally to be found in the employment of salaried probation officers for the first time. The table which follows shows the widespread use of probation in the various courts of the State:

NUMBER OF PERSONS PLACED ON PROBATION DURING THE YEAR
ENDING SEPTEMBER 30, 1915. ARRANGED BY PLACES

PLACES	Courts	Boys	Girls	Men	Women	Total
<i>Cities</i>						
Albany	Police	41	4	15	13	73
Amsterdam	Recorder's	34	.....	40	10	84
Auburn	Recorder's	12	.....	55	9	76
Batavia	Police	30	.....	.....	.....	30
Beacon	City	.....	1	.....	.....	1
Binghamton	City	10	2	24	22	58
Buffalo	Children's	196	14	24	36	270
Buffalo	City	.....	.....	2,070	243	2,313
Canandaigua	Police	.....	.....	1	.....	1

PLACES	Courts	Boys	Girls	Men	Women	Total
<i>Cities—Continued</i>						
Cohoes	Recorder's	9	1			10
Corning	City	8		22	2	32
Cortland	City	2	1	39	2	44
Elmira	Recorder's	15		30	2	47
Fulton	City				1	1
Gloversville	Recorder's			20	3	23
Hornell	Recorder's	8		17	3	28
Hudson	City	11				11
Ithaca	City	21	3	4	8	36
Jamestown	Police	28		56	3	87
Johnstown	Recorder's	9		1		10
Kingston	Recorder's	66		8	1	75
Lackawanna	City	45	6	189	41	281
Lockport	Police			10		10
Middletown	Recorder's			4		4
Mount Vernon	City	45	4	60	9	118
Newburgh	Recorder's	27		34	1	62
New Rochelle	City	17		6		23
New York City	Board of Magistrates, 1st Division			1,501	486	1,987
New York City	Board of Magistrates, 2nd Division			2,654	398	3,052
New York City	Special Sessions, Manhattan			549	104	653
New York City	Special Sessions, Brooklyn			407	35	442
New York City	Special Sessions, Queens			61	1	62
New York City	Special Sessions, Richmond			19	1	20
New York City	Special Sessions, Bronx			64	10	74
New York City	Children's, New York County	1,601	189			1,790
New York City	Children's, Kings County	1,187	122			1,309
New York City	Children's, Queens County	232	48			280
New York City	Children's, Richmond County	164	80			244
New York City	Children's, Bronx County	425	36			461
Niagara Falls	Police	2	1	27	1	31
North Tonawanda	City	2		22	8	32
Norwich	Police	2		25	2	29
Ogdensburg	Recorder's	2		16		18
Owego	Recorder's			3		3
Plattsburg	City	4		34	5	43
Poughkeepsie	City	42	4	32		78
Rochester	Police			221	88	309
Rome	City	16	2	6		24
Saratoga Springs	City	5	7	36	1	42
Schenectady	Police	67	7	22	4	100
Syracuse	Special Sessions	92	13	223	27	355
Troy	City	68		10		78
Utica	City	103	5	134	9	251
Watertown	City	5	2	16	5	28
Watervliet	City	2		1		3
Yonkers	City	141	7	82	4	234
Totals for cities		4,796	552	8,894	1,598	15,840
<i>Towns and Villages in—</i>						
Albany county	Justices	5		1		6
Cayuga county	Justices			2		2
Clinton county	Justices	7		6		13
Cortland county	Justices			51	1	52
Dutchess county	Justices	16		65	3	84
Erle county	Justices	1		2		3
Franklin county	Justices	6	1			7
Fulton county	Justices			2		2
Lewis county	Justices		1	7		8
Montgomery county	Justices	1				1
Niagara county	Justices			3		3
Oneida county	Justices	2		28	1	31
Onondaga county	Justices	4		24		28
Orange county	Justices			8		8
Rockland county	Justices	1				1
St. Lawrence county	Justices			4		4
Schenectady county	Justices	9				9
Steuben county	Justices	1		5		6
Suffolk county	Justices	10		3		13

PLACES	Courts	Boys	Girls	Men	Women	Total
<i>Villages</i>						
Attica	Police			5		5
Dobbs Ferry	Police	2		1		3
Elmira Heights	Police	4		3		7
Falconer	Police	3	1			4
Goshen	Police			3		3
Hamburg	Police			1		1
Hoosick Falls	Police			5	1	6
Lyons	Police	1				1
Manlius	Police	4	1	1		6
Mincola	Police	2	1	1		4
Owego	Police	2				2
Perry	Police			3		3
Pleasantville	Police	1	1	10		12
Port Chester	Police	1		3	3	7
Potdam	Police	1	2			3
Rye	Police			4		4
St. Johnsville	Police			52		52
South Nyack	Police	2		1	1	4
Suffern	Police			2		2
Tuckahoe	Police	4				4
Walton	Police	1		1		2
Waverly	Police	3				3
<i>Towns</i>						
Allegany county	Town of Cuba			4		4
Cattaraugus county	Town of Dayton			1		1
Cattaraugus county	Town of Persia			13		13
Chautauqua county	Town of Ellicott	2				2
Chenango county	Town of New Berlin	1	3	1		5
Delaware county	Town of Sidney			5		5
Essex county	Town of Moriah			2		2
Herkimer county	Town of Manheim	3				3
Jefferson county	Town of Alexandria	1		1		2
Jefferson county	Town of Wilna	2				2
Nassau county	Town of Hempstead	5	3			8
Nassau county	Town of North Hempstead	3	1			4
Nassau county	Town of Oyster Bay			2		2
Niagara county	Town of Lewiston	1		1		2
Niagara county	Town of Niagara			1		1
Rensselaer county	Town of Berlin			1		1
Saratoga county	Town of Corinth		1	5		6
Saratoga county	Town of Milton	2		19	1	22
Saratoga county	Town of Moreau			1		1
Sullivan county	Town of Thompson	1				1
Westchester county	Town of Mamaroneck	5				5
Totals for towns and villages		120	16	363	11	510
<i>Counties</i>						
Albany	Supreme and County			46	1	47
Bronx	County			120	7	127
Broome	Supreme and County			16		16
Cayuga	Supreme and County			5		5
Chautauqua	Supreme and County			10		10
Chenango	Supreme and County			3		3
Clinton	Supreme and County			7		7
Columbia	Supreme and County			5		5
Cortland	Supreme and County			4		4
Delaware	Supreme and County			12	1	13
Dutchess	Supreme and County			32		32
Erie	Supreme and County	5		242	3	250
Essex	County			15	1	16
Franklin	County			18		18
Fulton	Supreme and County			8		8
Genesee	Supreme and County			2		2
Jefferson	Supreme and County			22	2	24
Kings	County				2	2
Lewis	Supreme and County			5		5
Madison	County			4		4
Monroe	County			52	1	53
Monroe	County (Children's Part)	166	43			209
Montgomery	Supreme and County			16		16
Nassau	County			3		3
New York	Supreme and General Sessions			927	66	993

PLACES	Courts	Boys	Girls	Men	Women	Total
<i>Counties — Continued</i>						
Niagara.....	Supreme and County.....	.....	.....	46	1	47
Oneida.....	Supreme and County.....	.....	.....	68	1	69
Onondaga.....	Supreme and County.....	.....	.....	63	.....	63
Ontario.....	Supreme and County.....	.....	.....	10	.....	10
Ontario.....	County (Children's Part).....	19	3	.....	.....	22
Orange.....	Supreme and County.....	1	.....	20	.....	21
Oswego.....	Supreme and County.....	.....	.....	26	3	29
Otsego.....	Supreme and County.....	.....	.....	3	.....	3
Queens.....	County.....	.....	.....	71	1	72
Rensselaer.....	Supreme and County.....	.....	.....	10	.....	10
Richmond.....	Supreme and County.....	.....	.....	13	1	14
Rockland.....	Supreme and County.....	.....	.....	4	1	5
St. Lawrence.....	Supreme and County.....	.....	.....	26	1	27
Saratoga.....	Supreme and County.....	.....	.....	11	.....	11
Seneca.....	Supreme and County.....	.....	.....	1	.....	1
Steuben.....	Supreme and County.....	.....	.....	17	1	18
Suffolk.....	Supreme and County.....	.....	.....	11	2	13
Tompkins.....	Supreme and County.....	.....	.....	9	.....	9
Ulster.....	Supreme and County.....	1	.....	4	.....	5
Warren.....	Supreme and County.....	.....	.....	3	.....	3
Wayne.....	County.....	.....	.....	3	.....	3
Westchester.....	Supreme and County.....	.....	.....	25	.....	25
Wyoming.....	Supreme and County.....	.....	.....	6	.....	6
Totals for Supreme and County Courts.....	.....	192	46	2,024	96	2,358
Grand total.....	.....	5,108	614	11,281	1,705	18,708

CHARGES AGAINST PERSONS PLACED ON PROBATION

The table which follows shows the reported charges against all adults placed on probation during the past year:

CLASSIFICATION OF CHARGES AGAINST ADULTS PLACED ON PROBATION DURING THE YEAR

CHARGES	Number men	Per cent. men	Number women	Per cent. women	Total adults	Per cent. adults
<i>Misdemeanors and Lesser Offenses</i>						
Assault, third degree.....	620	5.8	35	2.1	655	5.1
Disorderly conduct.....	1,998	17.7	259	15.2	2,257	17.4
Non-support.....	3,064	27.2	12	.7	3,076	23.7
Petit larceny.....	1,781	15.8	248	14.5	2,029	15.6
Prostitution.....	.....	.....	470	27.6	470	3.6
Public intoxication.....	1,139	10.1	333	19.5	1,472	11.3
Vagrancy.....	180	1.6	107	6.8	287	2.2
Violation of local ordinances.....	317	2.8	22	1.3	339	2.6
Other and unstated misdemeanors.....	870	7.7	166	9.7	1,036	8.0
Total misdemeanors, etc.....	9,969	88.4	1,652	96.9	11,621	89.5
<i>Felonies</i>						
Assault.....	139	1.2	5	.3	144	1.1
Burglary.....	409	3.6	3	.2	412	3.2
Forgery.....	98	.9	4	.2	102	.8
Grand larceny.....	289	2.6	24	1.4	313	2.4
Other and unstated felonies.....	377	3.3	17	1.0	394	3.0
Total felonies.....	1,312	11.6	53	3.1	1,365	10.5
Grand totals.....	11,281	100.0	1,705	100.0	12,986	100.0

It is evident that the leading offense for which men are placed on probation is that of non-support. Twenty-seven per cent. of all cases were for this offense. Putting it another way, probation is found to be most applicable in cases where men are brought to court for failure to live up to their family obligations. The number and percentage of non-support cases increased somewhat as compared with the preceding year.

Stealing in its various degrees is the second greatest cause for the use of probation among adults, considering petit larceny, grand larceny and burglary as grades of the same offense. Offenses against property bring more persons into court each year than any other causes and it is natural that a large number of these, in the majority of cases first offenders, should be given a chance to redeem themselves on probation.

The next cause for the use of probation is disorderly conduct followed by public intoxication. These are more or less related offenses. The number of persons placed on probation for public intoxication, as compared with those placed in 1914, decreased from 15.4 per cent. of all cases to 11.3 per cent. If this means that fewer confirmed drunkards are being treated under probation and more by institutional care, these figures are encouraging. The subject of the treatment of persons addicted to the use of drink and drugs is discussed further on in this report.

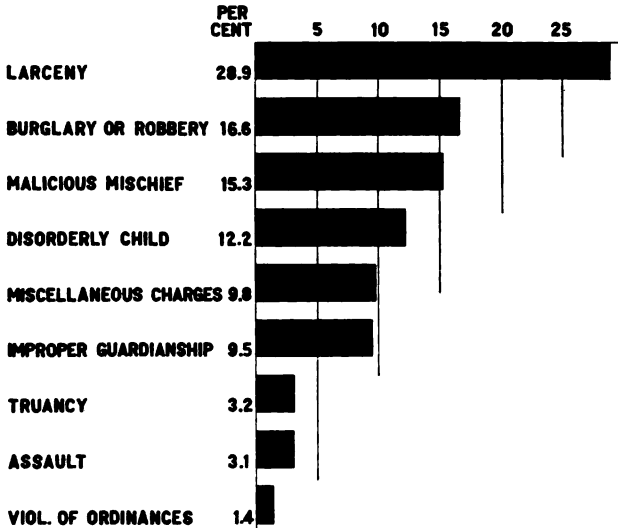
The leading charge in the cases of women placed on probation is prostitution. The number and percentage of cases placed for this offense is, however, considerably less than it was several years ago.

The following table shows the charges in cases of children placed on probation.

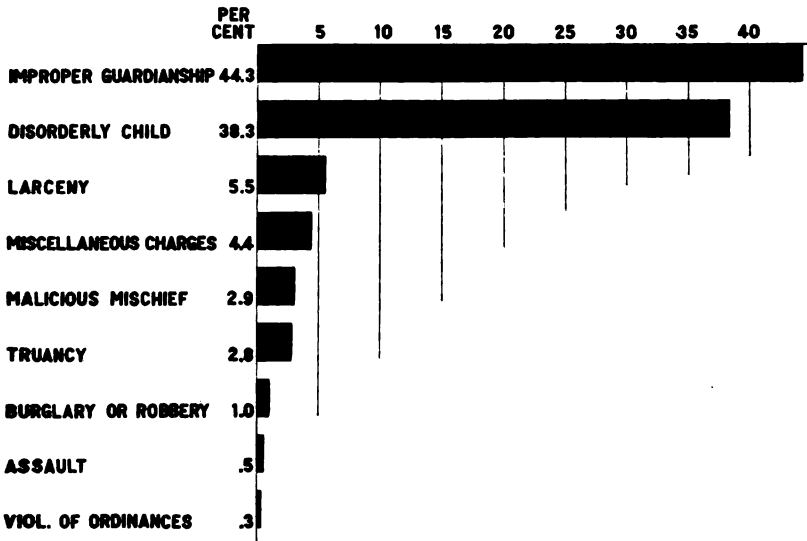
CLASSIFICATION OF CHARGES IN THE CASES OF CHILDREN PLACED ON PROBATION DURING THE YEAR

	Num- ber boys	Per cent. boys	Num- ber girls	Per cent. girls	Total chil- dren	Per cent. chil- dren
Assault.....	160	3.1	3	.5	163	2.8
Burglary or robbery.....	848	16.6	6	1.0	854	14.9
Disorderly or ungovernable child.....	624	12.2	235	38.3	859	15.0
Improper guardianship.....	484	9.5	272	44.3	756	13.2
Larceny and similar offenses.....	1,476	28.9	34	5.5	1,510	26.4
Malicious mischief.....	780	15.3	18	2.9	798	14.0
Truancy.....	161	3.2	17	2.8	178	3.1
Violations of local ordinances.....	73	1.4	2	.3	75	1.3
Other and unstated charges.....	502	9.8	27	4.4	529	9.3
Total.....	5,108	100.0	614	100.0	5,722	100.0

CHART IV
CHARGES IN CASES OF BOYS



CHARGES IN CASES OF GIRLS



Children may not be accused of crime in this State, but of juvenile delinquency only. The charges given above are, however, the correct description of the immediate acts or conditions which caused children to be placed on probation. From the above classification it is seen that the great cause for the use of probation among boys in the children's court is stealing. 45.5 per cent. of all the boys' cases were for the various grades of stealing. This is an increase over the percentage for the same offense last year which was 39 per cent. The principal charges in the girls' cases were improper guardianship and being disorderly and ungovernable.

The charts which precede show the relative frequency of the more common charges in probation cases during the year.

RESULTS OF PROBATION

During the past year 17,734 persons of all ages were discharged from probation. In every case the Commission requires a report from the probation officer, giving his estimate of the result of probation. The following table gives the results so reported.

ESTIMATED RESULTS IN ALL CASES PASSED FROM PROBATION DURING THE YEAR

ESTIMATED RESULTS	Boys	Girls	Men	Women	Total
Discharged with improvement.....	3,979	466	7,914	1,189	13,548
Discharged without improvement.....	101	7	727	85	900
Re-arrested and committed.....	713	89	1,166	172	2,140
Abandoned or lost from oversight.....	24	1	571	117	713
Other and unstated results.....	89	9	303	24	425
Total.....	4,906	572	*10,681	*1,567	*17,726

* In addition to these figures, there were 8 persons (6 men and 2 women) who were transferred to probation officers in cities outside of New York State. Such transfers were as follows: 1 man from Albany county to New Jersey; 1 man from Erie county to New Jersey; 2 men from Erie county to Pennsylvania; 1 man from Erie county to Michigan; 1 man from Franklin county to Pennsylvania; 1 woman from Erie county to Pennsylvania; 1 woman from Plattsburg City to Vermont.

The failures, those re-arrested and committed or escaping from oversight, are accurately given. The classification of those completing their probationary period as to whether they are discharged with or without improvement depends upon the probation officers' judgments. Omitting the cases where the final results were unknown or un-reported, there were 17,301 cases where the results were stated. These are given in the following table:

RESULTS SHOWN BY PERCENTAGES IN THE 17,301 CASES DISCHARGED FROM PROBATION WHERE RESULTS WERE REPORTED

ESTIMATED RESULTS	Boys	Girls	Men	Women	Total
	<i>Per cent</i>	<i>Per cent</i>	<i>Per cent</i>	<i>Per cent</i>	<i>Per cent</i>
Discharged with improvement.....	82.6	82.8	78.3	77.1	78.3
Discharged without improvement.....	2.1	1.2	7.0	4.2	5.2
Rearrested and committed.....	14.8	15.8	11.2	11.1	12.4
Absconded or lost from oversight.....	.5	.2	5.5	7.6	4.1
Total.....	100.0	100.0	100.0	100.0	100.0

From the above table it is seen that 83.5 per cent. of all known cases completed their probationary terms and were discharged. According to the statement of the probation officers, 78.3 per cent. of all known cases were discharged with improvement and only 5.2 per cent. without improvement. It is probable that the judgment of the officers is not always correct, their tendency being to err on the side of optimism. The significant fact remains, however, that 78.3 per cent. of all known cases completed their terms of probation successfully and were discharged, and only 21.7 per cent. were probable failures, as far as the reported results indicate.

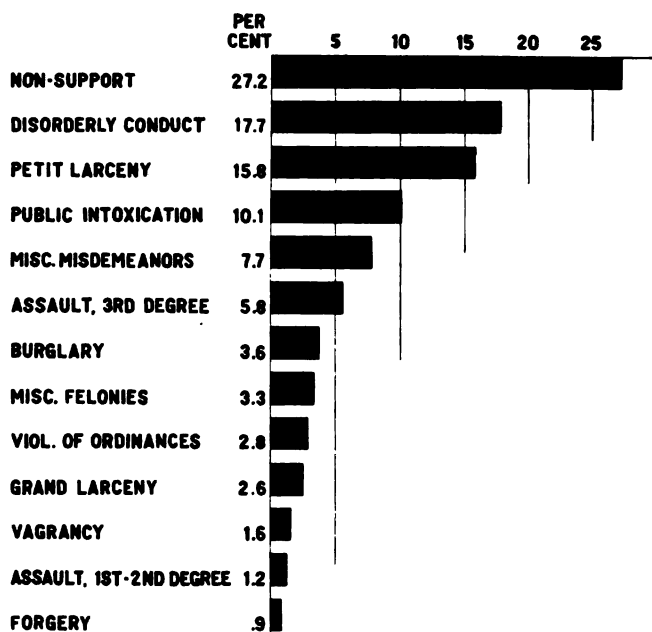
These percentages have varied remarkably little from year to year. In 1912, 79 per cent. were discharged with improvement; in 1913, 77.9 per cent.; in 1914, 78.1 per cent.

Chart VI which follows shows graphically the results in adult and children's cases separately.

STUDY OF RESULTS IN ERIE COUNTY

A significant study of the later history of probationers for several years after discharge from probation was completed by the Erie County Probation Office in September, 1915, under the direction of Chief Probation Officer Edwin J. Cooley. All persons (adult males only) placed on probation during a given month (October, 1912), who had completed their probation, were investigated two years and ten months after being placed on probation. In most of the cases a year or more had elapsed since their final discharge from probation. A full but discreet home investigation was made in every case that could be reached. Practically all of the men had been convicted of felonies and about 50 per cent. had had previous court records. In nearly all cases they had been

CHART V
CHARGES IN CASES OF MEN



CHARGES IN CASES OF WOMEN

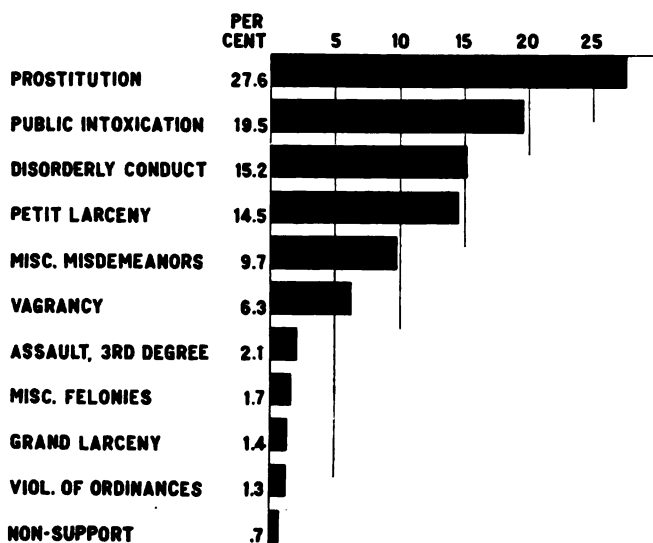
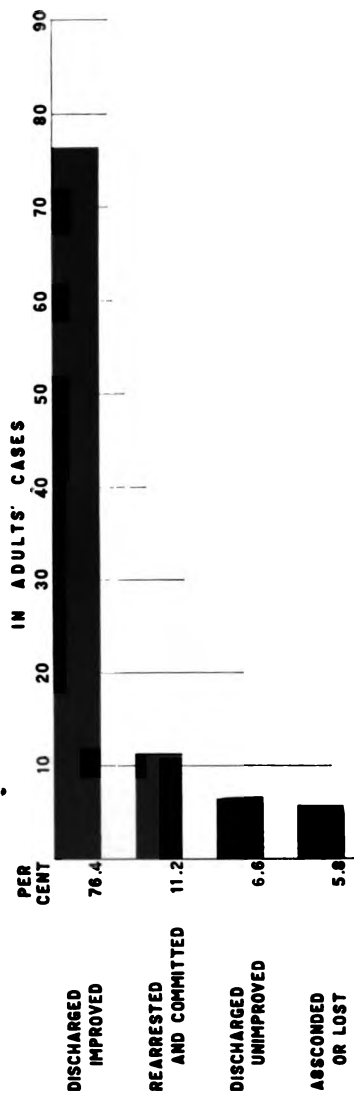
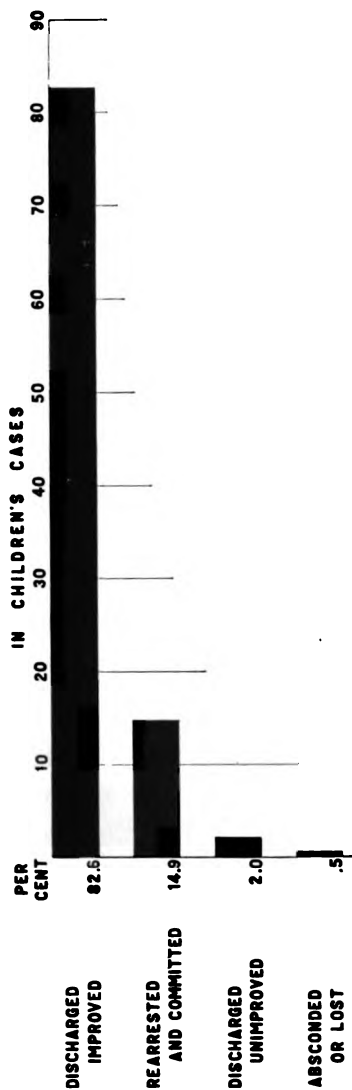


CHART VI
REPORTED RESULTS OF PROBATION



on probation for a year or more and each had received thorough supervision and assistance by the probation officers during this period.

In all cases placed on probation during the given month which had completed their probation satisfactorily and had been regularly discharged from probation, 21 in number, the following results were shown:

<i>Classification</i>	<i>Number</i>	<i>Percentage</i>
Permanent improvement indicated.....	17	81
Fair improvement indicated.....	2	9.5
Rearrested and committed.....	1	4.75
Died	1	4.75
Total	21	100.

Of the total number (28) placed on probation during the given month results could not be judged in three cases. Of the remaining 25, 17, or 68 per cent. were found permanently improved and re-established in society. Two others, or 8 per cent., showed fair improvement. Four were rearrested and committed during the probation period and only one after discharge from probation; one had absconded during the probation period.

In this investigation, probation was subjected to a severe and critical test. The cases were difficult, but had received thorough supervision. The probation period in most cases was adequate and the final investigation was made long enough after the discharge from probation to show real results.

A history of each case and a full report of the investigation is given in Appendix F.

THE COLLECTION OF MONEY BY PROBATION OFFICERS

The collection and disbursement of money has become one of the most important features of the work of nearly all probation officers handling adults. The mis-use of money and time is one causative factor of a great deal of crime and delinquency. It is the probation officer's task to correct this, so far as possible, through helpful advice, securing of employment, and when the court so orders, by requiring regular payments for family support, fines or restitution.

A total of \$149,403.09 passed through the hands of probation officers in the State last year. This amount has increased rapidly

each year due to the employment of more salaried officers. Obviously, the responsibility of handling this money should be entrusted only to regular salaried officers of the court. Probation officers of the State have generally adopted the thorough-going system of books and records recommended by the Commission for keeping accurate and detailed accounts of moneys handled. In most courts the accounts of probation officers are subject to audit. Both features are essential to guard the system from criticism and abuse.

The probation office should not be made a collection agency. The mere collection of money for fines, restitution and family support without the necessity for helpful oversight of the offender or of his family should not be imposed upon the probation officer, as is done in some courts. This should be done by a clerk of the court, leaving the probation officer free for his more important duties. In most cases, however, where the court orders the payment of regular instalments for any of the above purposes, it is done, in part, for its disciplinary value to the offender, or, in the case of fines and restitution, to satisfy the ends of justice. In that case it has a very real disciplinary and educational value which a tactful probation officer finds not only not inconsistent with his friendly and helpful relations with the offender under his care, but finds of assistance to him in his work by making probation a serious and practical matter.

During the past year the collection of money for restitution to complainants or others who had been injured or who had suffered loss through the act of the probationer increased 44 per cent. and was considerably larger than in any previous year. The Commission has always recommended this form of doing justice. It teaches the probationer a lesson while at the same time it offers some degree of reparation to the complainant. Probation has sometimes been criticised as satisfying all parties except the complainant. Very naturally, he feels the smart of a defendant's wrongful act. Rightly or not, he seeks reparation. Under the system of restitution or reparation for actual loss or damages on the part of the probationer, the complainant is almost always better pleased than by the imposition of the maximum penalty. Restitution, however, should be ordered with a view chiefly to teach the offender a lesson rather than to satisfy the complainant in order to make

probation effective as a deterrent from further crime. In most instances the judges of the State seem to be so using the system.

The collection of fines on the instalment plan avoids imprisonment for non-ability to pay which in effect is in no substantial way different from imprisonment for debt. It increases the revenues of the city or the county and what is more important, gives the probation officer an opportunity to influence and direct the offender while paying his fine. The amounts collected for fines have increased each year and the practice should be still further extended.

The collection of money for family support overshadows the other collections in importance and is perhaps the most essential feature in the solution of domestic relations cases. Thousands of families are each year supported without recourse to public or private charity through the operations of the probation system. Its work has assumed tremendous proportions in the larger cities. In the city of Buffalo all family support money is handled directly by the probation officers. In the Domestic Relations Courts of New York City moneys are collected and paid out at the offices of the department of charities, the probation officers visiting the cases and co-operating with the department of charities in the investigations and in securing the prompt enforcement of the court orders. In addition to the \$102,988.85 actually handled by probation officers last year and paid over to the support of the wives and children of probationers, very much larger sums, as are shown in the table below, were collected by the department of charities in cases under the supervision of probation officers. A still larger sum was paid by probationers directly to their wives under the orders of the court and the supervision of the probation officers. These amounts are shown in the table which follows:

**MONEY PAID BY PROBATIONERS FOR FAMILY SUPPORT UNDER
COURT ORDERS**

Collected from probationers and paid to beneficiaries by probation officers.....	\$102,988 85
Collected from probationers and paid to beneficiaries by the Department of Charities, New York City Magistrates' Courts, First Division.....	50,435 71
Collected from probationers and paid to beneficiaries by the Department of Charities, New York City Magistrates' Courts, Second Division.....	112,095 84
Paid by probationers direct to beneficiaries under court orders.....	137,340 69
To all.....	\$422,862 09

*Not complete. No record of these payments is kept in certain courts.

LOCAL DEVELOPMENTS THROUGHOUT THE STATE

Important developments affecting the probation work have occurred in many courts throughout the State. A brief account of the more important is here given:

NEW YORK CITY

The probation work of all the courts has been increasing and better standards are being established. The effort to standardize the salaries of all probation officers in the city has been largely successful. A minimum salary of \$1,200 has been fixed for both men and women probation officers starting work. Approximately two-thirds of the officers after passing a promotion examination have had their salaries increased to \$1,500 and all who have passed the examination are granted an increase by the city budget for 1916. Additional officers have been provided in several courts to meet urgent needs.

The work of the New York City Parole Commission established last year to have jurisdiction over all persons paroled from the Penitentiary, Reformatory and Work-house, will have an important relation to probation work. At the close of the year the commission was employing seven parol officers. Close co-operation should exist between these officers and the probation officers. The State Probation Commission has been represented at conferences called by the mayor to propose plans for bringing about closer co-ordination between the probation and the parole work. We believe that everything possible should be done to bring about some degree of co-ordination without in any way handicapping either branch of work.

Magistrates Courts

The bringing of all the Magistrates Courts of the city under one board of magistrates under the direction of Chief City Magistrate McAdoo, doing away with the two divisions, will bring about among other gains a unification and standardization of the probation work. The budget for 1916 provides for a chief probation officer for the entire city, with two positions of deputy chief probation officer. With an experienced and able chief probation officer in charge of the entire work, great improvements may be expected next year.

THE CHILDREN'S COURT, MANHATTAN, NEW YORK CITY.



THE NEW BUILDING AT 137 EAST 22ND STREET.

During the past year the work of the first division (Manhattan and Bronx), has been thoroughly systematized. A new record system has been established. The men work with admirable *esprit de corps*. In the Night Court for Women and in the Domestic Relations Court women probation officers are in attendance at all times. An excellent system of co-operation with representatives of private organizations has been worked out by Miss Alice C. Smith, probation officer in charge in the Night Court.

An investigation by the Commission shows that the collection of money in non-support cases which is directly carried on by the department of charities is closely watched by the probation officers and good co-operation exists. The centralized plan for all the officers, aside from the Night Court and the Domestic Relations Court, has proven thoroughly effective.

During the past year probation work in the second division (Brooklyn, Queens and Richmond), has been badly disorganized by the dropping of eleven women probation officers and the failure to appoint four additional men probation officers provided for by the board of estimate and apportionment. The result has been the overworking of probation officers, especially in the Domestic Relations Court, where three persons are attempting to do the work of seven. The Commission stated its belief last year that there had been too many women probation officers employed in these courts and not enough men, and that therefore substituting men for women officers was in the interest of efficiency, so that men only should handle men's cases. The dropping of so many women officers without adequate provision for taking over their work was, however, unfortunate. At the close of the year the prospects for a normal development of the work are brighter. Four new male officers, following the settlement of the controversy regarding the women's positions, have been appointed. A gradual centralization of probation work so far as consistent with the great geographical distance to be covered is recommended.

Children's Court

By amendments to the Inferior Criminal Courts Act of the city of New York, the Children's Court became on July 1st entirely separate from the adult court of Special Sessions, except

that the appointment of judges to the Children's Court must be from judges of the Court of Special Sessions. The separation of the court and the organization of its work for the entire city, the appointment of an additional judge and the provision in the budget for 1916 of a chief probation officer and two deputy chief probation officers, augur well for the increased efficiency of probation work in the greatest Children's Court in the world. Five new probation officers were added to the court during 1915, making a total of forty-one probation officers. All probation cases and most of the preliminary investigations are handled by the salaried officers of the court. In the fall of 1915 the Manhattan Children's Court moved into its beautiful and commodious new building on 22d Street of which we show illustration herewith. It is a model children's court building, of which the city and State of New York may well be proud.

Court of Special Sessions

At the request of the judges of the Probation Committee, a careful investigation of the probation work in the various parts of this court was made in the fall of 1915, and recommendations submitted. The Commission has recommended that the probation officers be not required to remain in the courts to make personal reports, believing that if freed from this duty they will have much more time for outside work. It has made a number of other recommendations, some of which have been followed by the judges. There is a lack of effective supervision and co-ordination of the work of the officers in this court.

Court of General Sessions

For several years the Commission has urged the judges of this court to request provision for regular salaried probation officers. After investigating the work, recommendations were sent to all the judges. After several hearings before committees of the Board of Estimate, action was taken by that body, providing salaries for nine probation officers and a chief probation officer to be appointed under civil service. We have taken the matter up repeatedly with the judges, and as this report goes to press the matter has not been finally adjusted, nor the new officers appointed.

THE CHILDREN'S COURT, MANHATTAN, NEW YORK CITY.



CASE BEING HEARD IN THE MAIN COURT-ROOM. FIRST HEARINGS ARE HELD HERE. WAITING-ROOM SEEN AT THE RIGHT.



HEARING BEFORE JUDGE HOYT IN THE SMALL SECOND COURT-ROOM. ADJOURNED CASES ARE HELD HERE. USUALLY ONLY THE JUDGE, THE PROBATION OFFICERS AND THE CHILD ARE PRESENT.

THE CHILDREN'S COURT, MANHATTAN, NEW YORK CITY.



PROBATION OFFICER RECEIVING REPORT FROM PROBATIONER. MOST CHILDREN ON PROBATION REPORT WEEKLY TO THEIR PROBATION OFFICERS IN THEIR PRIVATE ROOMS.



GENERAL PROBATION OFFICE AND CENTRAL BUREAU OF RECORDS SHOWING STENOGRAPHER AND PROBATION OFFICER CONSULTING THE FILES. FOLDERS CONTAINING THE PAPERS ON EACH CASE ARE FILED IN CABINETS AT THE RIGHT, INDEX CARDS ON EACH CASE AT THE LEFT.

The County Courts

The probation work in the county courts of Kings, Queens, Bronx and Richmond has not yet been standardized, or put on a proper salary basis. The Commission has investigated the work in all of these courts and endeavored to bring about standardization and provision for salaried probation officers, especially in the Kings County Court. In this court the need is very great for officers to do the follow-up work. Almost no real probation work is now being done. In the Bronx County Court efficient probation work is being done by county detectives who give their entire time to the work. There is very little to be desired in this system, except that the officers be given their proper titles. Recommendations have been made to the board of estimate and apportionment to bring about provision for regular salaried probation officers in all of the county courts. This will no doubt be brought about in the near future.

BUFFALO

Probably the largest gain for the probation service of the State was made last year by the increasing of the probation staff of the Buffalo City Court from six men to nine men and two women, with the addition of a cashier and stenographer, practically doubling the staff. The Commission urgently recommended provision for the new officers by resolutions and a statement sent to the judges and all the city officials. In co-operation with the judges and the chief probation officer, the vice-president and secretary of the Commission appeared at hearings conducted by a committee of the common council and before both branches of the council itself. The recommendations of the commission were finally adopted without change.

Following the appointments of the new officers, the secretary made an investigation of the probation work, with recommendations. A very great improvement in the quality of the work and, we believe, in the results attained, has already been evident. Officers who formerly were attempting to supervise 400 probation cases, now have about 150 cases, still too many. The number of home visits has increased 100 per cent., more and better investigations are made and case records made in all cases. Special clerical assistance and female probation officers are new features of the work of this office.

The Commission has long recommended that a new building for the Buffalo Municipal Detention Home for Children be provided by the city. The present building is unsuitable and unsafe. The work of the Buffalo Children's Court is handicapped. At the close of the year prospects are bright for the erection of a modern fireproof detention home by the city. It is hoped that adequate provision will be made in connection with the home for a playground and for instituting school work for the children detained for any length of time.

A feature of the Children's Court of Buffalo is its preventive work carried on both by the judge and by the probation officers. Addresses are given before the schools and employers and proprietors of moving picture houses, cigarette and newsdealers are warned concerning the laws for the protection of children. The probation officers co-operate with all agencies dealing with children. It would appear that the number of cases of delinquents has been considerably reduced by these means of prevention.

SYRACUSE

Marked improvements have been made in the administration and equipment of the Municipal Detention Home. Following an inspection and detailed recommendations by the secretary of the commission, additional appropriations were secured to improve the new quarters which had been provided by the city. The principal improvement was the employment for the first time of a housekeeper in addition to the man and woman employed as keepers. Bars have been removed from most of the windows of the Home, and it is made as much of a home as possible for the children who are detained. An experiment which has worked successfully has been the sending of children to the public schools unattended. Thus far they have always returned to the Home at the close of school.

The work of the probation officers for the Court of Special Sessions, which includes the Children's Court, is well organized and thorough. Effective work is done by a large number of volunteer workers, especially those known as the Big Sisters. The success of this work depends upon the active efforts and supervision of the chief probation officer.

THE SYRACUSE MUNICIPAL JUVENILE DETENTION HOME.



**THE BUILDING AT 302 WEST WILLOW STREET.
JUVENILE COURT IS ALSO HELD HERE.**

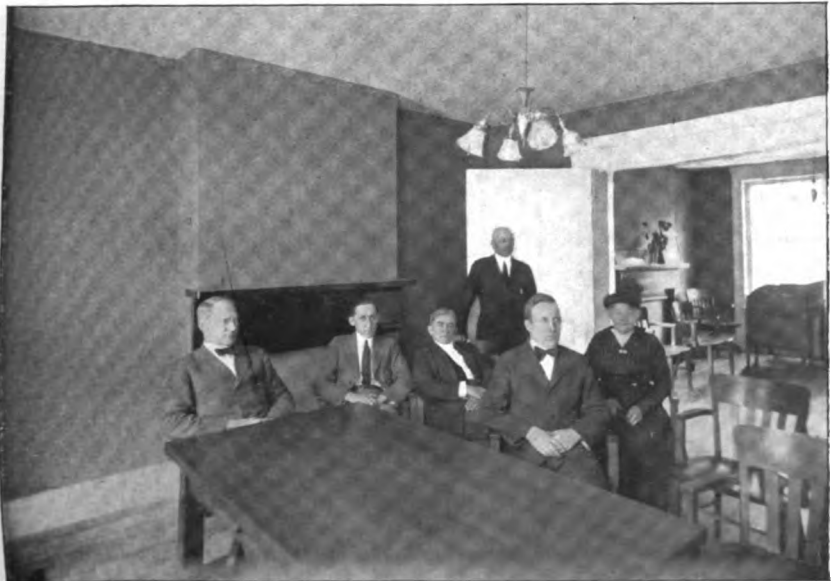


PROBATION OFFICER RECEIVING REPORTS FROM BOYS AT THE HOME.

**UTICA MUNICIPAL DETENTION HOME AND CHILDREN'S COURT
BUILDING.**



**THE BUILDING DEVOTED TO THE CARE OF JUVENILE DELINQUENTS. COURT
AND PROBATION OFFICES ON THE FIRST FLOOR; DETENTION AND MATRON'S
ROOMS ON THE SECOND FLOOR.**



**INTERIOR, SHOWING COURT ROOM WITH JUDGE, PROBATION OFFICERS AND
CLERKS. PROBATION OFFICE IN THE REAR.**

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ALBANY

The State lost a conscientious and faithful woman probation officer by the death in September of Mrs. Rose D. Fitzgerald of the Police Court. Her successor, who stood first as a result of a civil service examination, in which the Commission assisted, has taken up the work and developed it with much enthusiasm. Probation is largely used in this court. Some of the work, especially in non-support cases, is cared for by the court without the assistance of the probation officers.

UTICA

For four years the Commission has called attention to the great need that exists for a separate building for the detention and trial of children and for the probation offices. The old accommodations were entirely unsuitable and in fact harmful to the children involved. Appropriations made during 1913 and 1914 were never utilized and no steps were taken to meet the need. At the close of the year the matter was again taken up and another appropriation secured. As this report goes to press the home is about to open.

An increased salary for the chief probation officer in the Utica City Court has been provided. The salary had long been inadequate.

SCHENECTADY

This is the largest city in the State without a publicly salaried probation officer. The local agent of the Humane Society has done all the probation work, and has done it effectively in the past, but in the opinion of the Commission he is no longer able to carry on the increasing work in addition to his many other duties. An investigation and hearings before the city board of estimate and apportionment were conducted by the secretary of the Commission to secure an appropriation for the purpose by the city. No action has yet been taken.

BINGHAMTON

During the past year the city provided separate detention rooms for women and children. The woman probation officer of the city has handled many cases informally in addition to her regular probation work. The securing of employment, charitable relief and various other kinds of social service are carried on extensively.

ELMIRA

The need for regular salaried probation officers in this city still exists. The experience of other cities has proven without exception that the work of the probation officer should be carried on independently of the work of the police. In Elmira, as a temporary expedient, the chief of police was made probation officer. Investigation has shown that the results are as might be expected, that very little real probation work has been done. The matter was taken up during the past year with the city authorities and with various citizens and is still pending.

NEWBURGH

The new city probation officer was appointed and began his work in February, following the civil service examination in which the Commission assisted. Newburgh is a comparatively small city, having a population of 27,800. They have never had a salaried probation officer. Doubt was freely expressed by persons not in sympathy with the movement as to whether the new officer was needed. The records of the officer show that he has received in less than one year 92 probation cases and at the close of the year had under his care 66 cases; 29 juveniles and 37 adults. He has actually collected and paid over \$1,306.86 in non-support cases under his charge. In addition he has cared for 19 informal cases. His work has proven of great value to the city, in fact would now be considered a necessity. Newburgh has set an example to the other cities of the State and justified the belief of the Commission that all cities of 20,000 population should have a salaried probation officer giving his whole time to the work.

LACKAWANNA

In this industrial city of 15,737 population, a salaried probation officer gives his entire time to the work and had, at the end of the year, 99 cases under his care. During the past year his salary was increased. His work has met with the support and confidence of the people generally.

ITHACA

During the year the woman police officer of the city was designated probation officer by the city authorities and has been doing effective probation work in the Ithaca Police Court.

CHEMUNG COUNTY

The question of a county probation officer was taken up during the year with county officials, after an investigation. Such officer is greatly needed. The matter is still pending.

CLINTON COUNTY

The county probation officer has carried on extensive work in the higher courts in the city of Plattsburg and in the towns and villages. Twenty-three cases were received from the justices of the peace in nine towns.

CORTLAND COUNTY

Much rural work has been done by the county probation officer in this county. The number of cases received during the year from justices of the peace was 52 as compared with 18 during the previous year. Cases were received from 9 towns.

DELAWARE COUNTY

Provision for a county probation officer was taken up with the board of supervisors, but no action has yet been taken. The work of the volunteer county probation officer is being continued.

DUTCHESS COUNTY

The county pays an adequate salary to its officer and the work has been developed throughout the county. The number of cases received on probation from the higher courts increased from 4 in 1914 to 32 in 1915. The number of cases received from the courts of towns and villages increased from 29 to 84 during last year. The rural work has been developed considerably, cases being received from the justices of the peace in eleven different towns. This officer makes his rounds in an automobile and is in a position

to demonstrate the value and effectiveness of a county probation system, especially as applied to the rural districts. A complete system of financial records and blanks has been installed during the past year.

ERIE COUNTY

During the year a new Polish-speaking male probation officer was employed. The staff for the office now consists of the chief probation officer, five male probation officers and one woman officer, the largest staff for any county office. During the past year 42 per cent. of all cases tried in the Supreme and County Courts were placed on probation. Practically every case receives a thorough investigation before probation is used. The case study of 21 men, already referred to, which was conducted last summer, 81 per cent., from one to three years after their discharge from probation, were found to be re-established in society and making good. A complete report of this investigation is given in Appendix F.

MONROE COUNTY

An investigation of the work of the County Children's Court was made early in the fall by the secretary, the assistant secretary having previously investigated the needs in certain villages of the county. In the Children's Court Judge Stephens gives all cases brought before him careful attention. The court has an excellent staff of probation officers, a man and two women, who are able to do intensive work. An investigation was begun by the Commission as to the result of the work of the court upon delinquency in the rural districts, but was not continued, as a special investigation under an appropriation from the Federal Children's Bureau was begun late in the fall by an investigator from the New York School of Philanthropy. This investigation is not yet completed. It appears, however, that there is need for greater co-ordination between the work of the Children's Court, the justices of the peace, the police, the school authorities and others in the towns and villages. Only 4.2 per cent. of the cases handled

by the court during the past year resided outside the city of Rochester, the percentage of the population of the county residing without the city limits being 22.2. In spite of these criticisms, the Commission has been strongly in favor of the county Children's Court plan and believes that on the whole it has proven its effectiveness.

MONTGOMERY COUNTY

The Commission assisted in securing an increase in salary for the county probation officer and has sent out letters and literature to the justices of the peace and endeavored to secure the extension of this service in the rural districts.

NASSAU COUNTY

The secretary has interviewed persons interested in obtaining county probation service and has endeavored to secure action by the board of supervisors. Thus far the only result has been the appointment of a committee by the Nassau County Association and the securing of several volunteer probation officers to serve in a number of the villages. There is much need for salaried county probation officers in this county with its many large villages and suburban conditions.

NIAGARA COUNTY

Following a civil service examination in January, in which the Commission assisted, the first man on the list was appointed county probation officer. He has taken up the work with great energy and its growth has been truly remarkable. At the close of the year this officer had under his care 108 probationers. He had collected during his first ten months of service \$3,133.45 for fines, family support and for restitution. He has received cases from county and Supreme Courts and from the courts of the three cities of the county, Niagara Falls, Lockport and North Tonawanda. Officers have been established in each city where probationers may report.

The establishment of this office and the use of probation in many cases which would otherwise have been sent to jail has, in the opinion of the officials of the county, produced a remarkable

decrease in the number of persons confined in the county jail. On January 1, 1915, there was 135 inmates. The average number confined in the jail at all times during the three years previous had been exactly 100. Upon the establishment of a county probation officer in March the jail population immediately began to decrease. On January 1, 1916, the number had decreased to 68, almost exactly one-half of what it had been one year before. The decrease appears to be largely due to the establishment of a probation system in the county.

ONONDAGA COUNTY

The work of both county probation officers has developed during the past year. The officer employed for work in the courts of towns and villages has received 34 cases from justices of the peace in 6 towns. He has made use of volunteer helpers in various villages, thus keeping in closer touch with his cases residing at a distance from Syracuse.

ONTARIO COUNTY

A recent investigation of the work of the County Court, Children's part, showed that since the establishment of the court on September 1, 1913, to December 1, 1915, a period of two years and three months, 85 children's cases have been placed on probation. Of these, 67 were residents of the two cities of Canandaigua and Geneva and the remainder, 18, were from the towns and villages. The court has sat in each of the two cities, though infrequently at Geneva. There is the same need that appears to exist in Monroe county, though to a somewhat lesser extent, that the work of the Children's Court be co-ordinated with the work of local courts, police, school officials and others, especially in the towns and villages.

ORANGE COUNTY

Following a campaign and hearing before the board of supervisors, the position of county probation officer was established. The office had been strongly recommended by the county judge and Supreme Court Justice Tompkins. The examination in which the Commission assisted led to the appointment of the man

who stood at the head of the eligible list. The work of this office has developed gradually. Probation has been used in all the larger courts. The Commission has sent letters and literature to all of the justices of the county and the county probation officer has visited many of them. He has published a very instructive "First Annual Report." His work is receiving public support and approval.

ORLEANS COUNTY

A campaign was carried on late in the fall to secure the appointment of a county probation officer. The needs were investigated and the Secretary appeared at a hearing before the board of supervisors. No appropriation was made though there is great need of this officer. Two volunteer officers have been appointed in the city of Medina.

ST. LAWRENCE COUNTY

Following provision by the board of supervisors for a salaried officer and an examination in which the Commission assisted, the man who stood at the head of the eligible list was appointed and began work. He has established an office in the city of Ogdensburg, and in eight months' time has received 63 persons on probation. He estimates that the use of probation has already saved the county \$2,057.72. He has received cases chiefly from the higher courts and Recorder's Court of Ogdensburg. He has received general public support.

SCHOHARIE COUNTY

Volunteer probation officers have been appointed by the county judge for the first time and the work has developed gradually. A salaried county probation officer should eventually result.

SENECA COUNTY

An effort was made by the Commission to secure the appointment of a county probation officer. The county is entirely without probation work except a little volunteer service in the County Court and Police Court of Seneca Falls. After an investigation,

a hearing was held before the board of supervisors, but no provision was made. It is expected that an officer will be provided for next year.

STEUBEN COUNTY

As a result of the strong recommendation of the county judge and Supreme Court justices, two county probation officers who have headquarters in the cities of Corning and Hornell at either end of the county were provided by the board of supervisors. A civil service examination in which the Commission assisted produced an admirable eligible list. Appointments were made from the head of the list. The Commission has endeavored to assist the new probation officers in extending their work by sending letters and literature to all of the justices of the county and in other ways. The two officers, although paid very small salaries and necessarily having other occupation, have given a great deal of time to the work and have developed it remarkably. After ten months' service they have published an admirable "Annual Report."

The Hornell Officer at the close of the year had 55 cases in his care, largely from the higher courts and from the city of Hornell. The Corning officer had 30 cases, 14 of which were from town and village courts. Active volunteers have been secured to care for cases residing in four of the villages of the county.

The work of these officers have met with public approval so much so that after less than one year of service, their salaries have been increased. The Secretary of the Commission investigated their work and appeared before the board of supervisors asking for the salary increase.

WESTCHESTER COUNTY

A strong effort was made by the Commission to establish the position of county probation officer in Westchester county, it being the largest county in the State depending entirely upon volunteer officers for work in the higher courts. The Secretary made six visits to the county. After investigating the need, he consulted with the judges and other county officials and addressed the board of supervisors. The board made provision for the new officer, granting a salary of \$1,500 at the start. The Commission assisted

in the examination which resulted in the appointment of the man who stood first on the list. His work has been developing gradually and successfully. This office promises to be one of the most important and useful probation offices in the State.

HOME VISITS BY PROBATION OFFICERS

One of the most important features of probation work is the visiting of the homes of probationers by probation officers. The Commission has always recommended the making of frequent home visits. There are, of course, exceptional cases where such visits are not needed and where they might even be harmful. In the great majority of cases, however, they are necessary, in addition to the weekly report to the probation office, not only for finding out the facts as to the conduct and circumstances of the probationer, but also in order to help him. In many cases, especially of children, it is important that the officer secure the continuous co-operation of the other members of the household. Probation officers frequently state that they must treat the whole family as if on probation.

Believing that a pretty accurate test of the amount of work done in probation cases could be obtained by securing from the officers a report upon home visits made in probation cases, a report has been secured during the past year from every officer monthly as to his home visits made in probation cases (exclusive of visits made in preliminary investigations before cases being placed on probation). We have found the greatest variation in the number of home visits. They range from no visits whatever to an average of 28 on each case during the year, or over two per month.

In few courts is the number of visits adequate; in many it is altogether insufficient for thorough work. In some courts the chief cause for the lack of visits is too many probation cases or the fact that the officers are required to spend much time on investigations or court duty. In others there should be more effort on the part of the officers to do effective work with their cases.

The following table shows the average number of cases throughout the year, the home visits, and the average number of visits per case for the year in the principal courts from which reports were received:

HOME VISITS BY PROBATION OFFICERS IN PROBATION CASES DURING THE YEAR ENDING SEPTEMBER 30, 1915

COURTS	Average number of probation cases under supervision	Total number of home visits	Average number of visits per case during the year
<i>City Officers</i>			
Binghamton (Woman probation officer).....	20	461	23.0
Buffalo (Children's Court).....	166	2,142	12.9
Buffalo (City Court).....	1,543	3,537	2.3
Jamestown.....	39	368	9.4
Lackawanna.....	112	1,784	15.9
Mt. Vernon.....	149	165	1.1
New York, 1st Division, Magistrates' Courts.....	1,165	14,813	12.7
New York, 2nd Division, Magistrates' Courts.....	2,071	9,359	4.5
New York, Court of Special Sessions, Manhattan.....	262	1,400	5.3
New York, Court of Special Sessions, Brooklyn.....	214	1,269	5.9
New York, Court of Special Sessions, Queens.....	22	244	11.0
New York, Court of Special Sessions, Richmond.....	16	382	24.0
New York, Court of Special Sessions, Bronx.....	42	214	5.0
New York, Children's Court, Manhattan.....	934	16,777	18.0
New York, Children's Court, Brooklyn.....	426	8,809	20.6
New York, Children's Court, Queens.....	145	3,039	20.9
New York, Children's Court, Richmond.....	161	2,285	14.2
New York, Children's Court, Bronx.....	189	3,110	16.4
Poughkeepsie.....	34	225	6.6
Rochester (Woman probation officer).....	53	235	4.4
Saratoga Springs.....	44	58	1.3
Syracuse.....	287	4,985	17.3
Utica.....	110	853	8.5
Yonkers (Juvenile probation officer).....	40	229	5.7
Yonkers (Adult probation officer).....	32	210	6.5
<i>County Officers</i>			
Cayuga.....	83	217	2.6
Clinton.....	40	1,145	28.6
Dutchess.....	53	100	2.0
Erie.....	313	2,521	8.0
Monroe (Children's Court).....	35	798	22.8
Montgomery.....	50	1,328	26.5
New York (Court of General Sessions).....	931	2,203	2.3
Onondaga (County and Supreme Courts).....	37	265	7.1
Oswego.....	48	383	8.0
Total.....	9,866	85,913	8.7

RURAL PROBATION WORK

The work of the probation officers in the rural parts of the State has been extending gradually. Last year 36 counties as against 35 in 1914, used probation in the courts of one or more towns and villages. Five hundred and ten persons were placed on probation by the justices in 75 towns last year. Nearly all of this work is carried on by the salaried county probation officers who visit the towns, make investigations and supervise probation cases either directly or with the help of volunteers. The counties where this work was carried on most extensively last year were Clinton, Cortland, Dutchess, Oneida, Onondaga, Orange and Steuben. In

the last two counties the work was started during the past year, and has developed rapidly and successfully. In Steuben county the county probation officer has secured the services of four active volunteers serving in as many villages. These volunteers appoint regular days for receiving reports from the probationers residing in their villages; they collect money and report at frequent intervals to the county probation officer, who keeps in close touch with their work at all times.

There is a large field for the development of this work in every rural county of the State. With the employment of increasingly more salaried county probation officers and the payment of better salaries, this work is bound to be extended and to improve in quality throughout the State.

PROBATION FOR DRUNKARDS AND DRUG ADDICTS

The table on page 27 of this report, giving the charges against adults placed on probation during the past year shows 1,472 persons were last year placed on probation for public intoxication. This was 11.3 per cent. of all probation cases. During the preceding year 1,974 persons were placed on probation for public intoxication, or 15.4 per cent. of all cases. A decrease is therefore indicated in the use of probation for inebriates, although this still remains one of the leading charges.

It is now generally agreed that probation is nearly always ineffective as a treatment for habitual drunkards. It may be hopefully applied to certain of the younger cases where habits of intemperance are not confirmed. For those repeatedly arrested, or who have been addicted for years to the use of alcohol until they are diseased, body and mind, the supervision of a probation officer can not be close enough, nor can his influence, no matter how helpful, be exerted constantly enough to cure the diseased condition. Hospital or institutional treatment is required in these cases. The public is gradually beginning to realize that special institutions must be provided. They are as necessary in any locality whether it be urban or rural, as are hospitals for the tuberculous or the insane.

New York city has led the way by the establishment of its Inebriety Farm at Warwick. This institution has been successful in effecting cures and is receiving both alcoholics and drug users

from New York city. On this farm the men are kept under healthful conditions and are constantly employed in the open air, far removed from temptation. They are reconstructed in body while at the same time their wills are strengthened and temperate habits established.

The city of Rochester is about to establish a farm colony for inebriates. It would be well if all the larger cities in the State could have such institutions, where judges could send both those addicted to drink and to drugs. The courts would thus be rid of an intolerable burden.

Much that has been said above applies to the increasing evil of drug addiction. This evil has been growing enormously and the probation system has felt the strain. While not many drug users are placed on probation for that offense alone, the probation officers are constantly discovering the habit in cases which they are called upon to investigate, or which are placed on probation for other offenses. The treatment of drug users on probation is perhaps less hopeful than that of the confirmed drunkard. Hospital or institutional treatment is necessary. This is being realized by the judges in most of our cities, who are now sending many of these victims for short periods to hospitals where they receive special treatment. In general the treatment in these hospitals is for too brief a period. The farm for inebriates where these victims may be given healthful training for body and mind for a sufficiently long period is now generally agreed by all who are familiar with the problem to be the best solution. The probation system should no longer be loaded down with cases for which institutional treatment is alone effective.

UNOFFICIAL AND PREVENTIVE WORK OF PROBATION OFFICERS

Many probation officers do more or less work with cases which are brought to their attention directly or indirectly but which have not passed through court proceedings. The first duty of a probation officer is to care for the cases assigned by the court. This usually requires all of his time. In some localities, however, especially in rural districts and in smaller cities, the probation officer has time to make investigations at the request of parents or relatives and friends of children and sometimes adults inclined to go wrong.

In these cases it is sometimes well to place the delinquent on unofficial probation. This work, which is usually undertaken by other agencies, is neglected in the smaller cities and in the villages. It is, however, of great importance as it is often the means of preventing a court record and further delinquency.

One woman probation officer, in reporting upon her unofficial cases, says: "It seems impossible for anyone with a conscience, anyone with a bit of sympathy for frail humanity, or anyone with the conviction that 'an ounce of prevention is worth a pound of cure' to turn a deaf ear to the pleadings of a heart-broken, respectable parent to 'save my boy before it is too late.'" This same officer reports gratifying results in some of these cases. The following are examples: Young girls have been escorted to their homes late at night by the probation officer; homes have been visited in the evening at the request of parents and young girls have been warned that complaints would be made to the court if they did not obey their parents and stay away from harmful company and keep better hours; cases where husbands and wives were about to separate were settled satisfactorily through the intervention of the probation officer; neighborhood quarrels have been adjusted and the disgrace of publicity in the court avoided.

The Commission believes it is necessary to warn the probation officers against attempting so much unofficial work as to interfere in any way with the officer's regular duties with court cases. The probation officer should not assume the functions of the police nor of the court. He should report all action taken by him to the judge under whom he serves. With these precautions, this work is to be commended as frequently of great value to the community.

PAROLE AND ITS RELATION TO PROBATION

With the growing interest in prison reform, there is evidence of increasing interest in the parole work of the State. Nothing, however, has been done to increase the number of parole officers and extend this work except in the city of New York.

By the Act of 1915, a Parole Commission was created for New York city consisting of three salaried members, the Commissioner of Correction and the Police Commissioner as ex-officio members. The Commission has wide powers to decide the period of parole

for practically all persons committed to the penitentiary and the New York City Reformatory and for a large number of those committed to the workhouse. The Commission also has authority to appoint parole officers so far as their compensation is allowed by the Board of Estimate and Apportionment and supervises their work. At the beginning of 1916, the Commission had appointed a secretary and seven parole officers and in addition was using the services of volunteers. There will be a great extension in this work shortly under the provision of the act prescribing indeterminate sentences for the majority of the offenders in these institutions. The Parol Commission is seeking the co-operation of the probation officers of the city and has arranged for the interchange of reports and records. The two sets of officers will deal with the same cases in very many instances, most frequently, of course, the parole officers getting the offenders after they have had a chance on probation. The work to be done by the two sets of officers is almost identical in the matter of investigations and constructive work with persons in their care. The objects of probation and parole are practically the same, and the closest co-operation should exist between the two sets of officers.

The situation in regard to parole work in the State at large remains practically the same. The following table shows the number of persons paroled from all State institutions during the year ending September 30, 1915:

STATE PRISONS

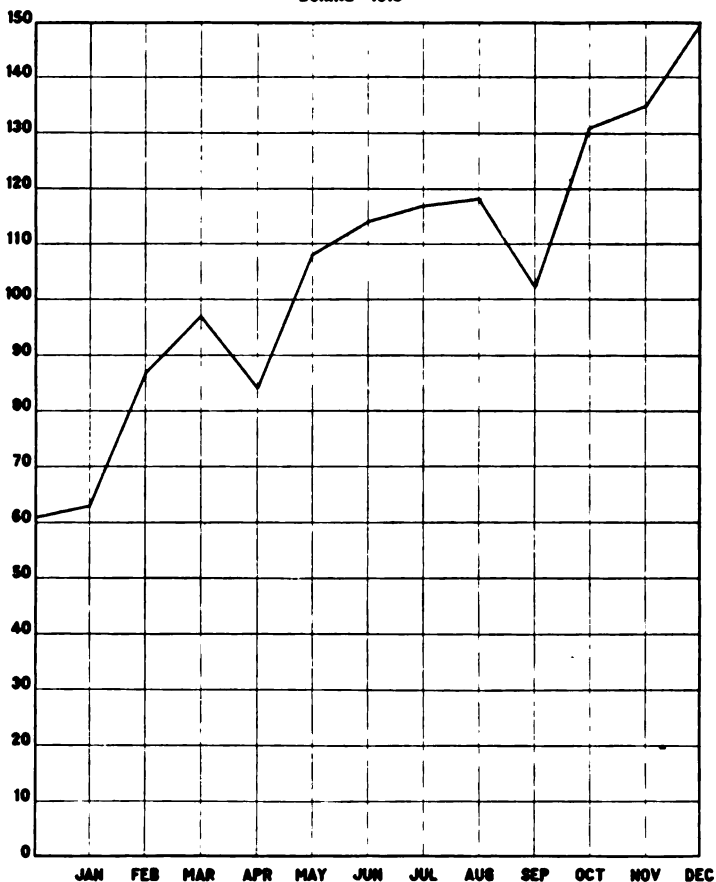
Auburn	161	
Auburn (Women's Prison)	33	
Clinton	161	
Great Meadow	450	
Sing Sing	203	
	—	1,008

REFORMATORIES

Elmira	966	
Napanoch	399	
Bedford	199	
Albion	122	
	—	1,686

CHART VII
VARIATIONS IN THE NUMBER OF PERSONS ON PAROLE
FROM INSTITUTIONS IN THE CARE OF PROBATION
OFFICERS AT THE END OF EACH MONTH

DURING 1915



TRAINING SCHOOLS FOR CHILDREN

Industry	533
Randalls Island	503
Hudson	102
	<hr/> 1,144
Grand total	<hr/> 3,838 <hr/>

For the care of these paroled persons, children and adults, and the many others remaining on parole from preceding years, only 25 regular parole officers are now employed in the State. These officers moreover act only for their own institutions and so in many instances cover the same areas. Of course, it is necessary for them to depend largely upon the reports of others in regard to the conduct of their charges. In this work they utilize various citizens, including representatives of charitable organizations, chiefs of police, and probation officers. We find that probation officers are everywhere ready to co-operate with the parole officers in supplying information and in some instances taking entire charge of cases. This work has been especially developed in the city of Buffalo where the county probation office has cared for 21 persons discharged from the State prisons during the past year. In the State at large the number of paroled persons in charge of all probation officers as reported monthly to the Commission has been increased till at the end of the year the number of cases was 149. The following chart shows the increase in this work.

The Commission recommends as in the past that probation officers should undertake this work so far as their time and other duties allow. The system of having parole officers travel over large areas, attempting to supervise their cases in many localities, cannot work satisfactorily without a very much larger number of such officers than there is any chance of the State providing in the near future. We believe that the probation officers might with advantage co-operate with the agents of institutions in this work to a still greater degree. If necessary there might be provided additional probation officers to act as parole officers for all persons paroled in certain localities.

The Commission also recommends as in the past that there be the same central State supervision of the work of parole officers as is established for the work of probation officers. We supported a bill introduced last year by the Commission of Prisons to delegate this supervision for the purpose of developing and improving parole work to the State Probation Commission. We believe that in this way needed co-ordination between the work of the parole officers and the probation officers can be best brought about and the parole work extended and improved.

CHILDREN'S COURTS

New York State affords a laboratory for the study of various plans for establishing and conducting children's courts. All kinds of courts from the entirely separate Children's Court of Buffalo presided over by a judge who gives his entire time to it, to the criminal police court in some of the smaller cities and villages where children are not even given a separate trial but are treated to all intents the same as adults, are to be found in this State. Two counties — Monroe and Ontario — have established county children's courts as parts of the county court.

A special study of the workings of the Monroe County Children's Court has been made during the past year. Our general conclusions are that the plan has great advantages in securing effective dealing with the children brought before it, far more effective than they could obtain in the courts of the justices of the peace and the village justices or the city magistrates. The court has wider powers. It also has proper facilities, including a detention home and especially trained probation officers. On the other hand, some objection has been found to the court in that it is too far removed from the homes of the children, causing some hardship to parents, and others concerned, in bringing the children to the county seat at Rochester, and also, what is more serious, in causing some cases to be neglected on account of the difficulty of bringing them to Rochester. This objection is especially valid in the case of what appears to be the less serious offenses, such as truancy and incorrigibility. The Commission believes that these objections can be effectively removed by having the court go to the people, so to speak. In other words, that the children's court

might be held in a number of different parts of the county. In a county as large as Monroe, it would seem that the children's court judge might of advantage give his entire time to the work. Possibly in these ways, better co-operation could be established with the local justices of the peace, constables and attendance officers so that there should be no neglect or delay in bringing the children to court. The probation officers of the children's court should work in all parts of the county and should seek to co-operate with the local authorities in every way possible.

In the other county in which a children's part of the county court has been established with exclusive jurisdiction over children's cases, there appears to have been less difficulty in reaching the cases needing attention in various parts of the county. The court has been held in cities located in the two ends of the county. To some extent, however, the same objections have been raised in Ontario county, which the Commission believes could be avoided by the more frequent meeting of the court in the city of Geneva and also at times in other parts of the county.

It seems highly desirable that children's courts should handle cases of adult contributory delinquency. It would be well if every case involving a child could be handled in a children's court. If, as suggested for Monroe county, a separate county children's court judge could be provided in all counties in which the work justifies the full time services of such a judge, contributory delinquency cases could then be transferred from the local courts to the county children's court.

The Commission introduced and supported an amendment which became a part of the Judiciary Article of the proposed new Constitution, rejected by the voters last fall, which would have provided that all children's courts should have full equity jurisdiction. This amendment would have tended to standardize and broaden the power of the children's courts, removing as far as possible the vestiges of criminal procedure which now obtain in all of our courts. It is hoped that this amendment may subsequently be enacted separately.

There is urgent need for the amendment and codification of the laws of the State relating to the handling of juveniles so as to establish a uniform procedure as far removed as possible from the criminal for the handling of children in all parts of the State.

DOMESTIC RELATIONS COURTS

Special courts or parts of courts for the handling of domestic relations cases are maintained only in the boroughs of Manhattan, Brooklyn and the Bronx, and in Buffalo. It is desirable that in all large cities these cases be tried in special courts, or at least in separate sessions. In the larger cities a judge should give all his time to these cases and become expert in handling them. What is perhaps still more important, special probation officers should be employed to investigate and when possible adjust these cases out of court. This is now done in many instances in the domestic relations courts of New York city.

It is now generally agreed that the proceedings in cases of desertion, non-support and other domestic relations cases should be modified from the strictly criminal and made in some respects similar to the handling of juvenile cases. Where it is possible to effect the ends of social and family welfare without formal trial and conviction this should be done. Under the special provisions of the Inferior Criminal Courts Acts, cases are now adjusted in this manner in New York city. They are placed on probation and required to provide for the support of families without formal conviction. To modify the procedure and to enlarge the powers of domestic relations courts the Commission has urged an amendment to the Constitution granting to such courts full equity jurisdiction.

The question has come up during the past year as to whether men or women should be employed as probation officers in domestic relations cases, particularly those of non-support. The Commission is convinced after studying the work of both men and women officers that in general the male officer is more successful in dealing with the non-supporting husband on probation. The woman officer is often very effective in advising and helping the wife or the mother who not infrequently is also to blame for the desertion of the husband and for the domestic ructions. In the Domestic Relations Courts in New York city, women probation officers who formerly handled most of the cases have been largely replaced by men to the betterment of the system. Women officers have, however, been retained to meet and advise with the many women who come into the court as complainants and also, of course, to handle all cases of women who are placed on probation.

In the City Court of Buffalo and also in the Erie county probation office women probation officers have been employed for the first time during the past year. In both offices they effectively assist the male probation officers in the domestic relations cases by visiting in the homes and advising and helping the wives and children. Many of these domestic relations cases are so difficult of solution that the help of both a man and woman probation officer is advantageous. Women, perhaps, better than men, are able to get to the bottom of the domestic difficulty and assist in bringing about a reconciliation, in suitable cases.

THE DANGERS OF PROBATION WRONGLY USED

In the searching analysis and constructive criticism of probation presented by Governor Charles S. Whitman at the annual State Conference of Probation Officers at Albany last November, the Governor, while endorsing the principle and rejoicing in its growth and success, pointed out certain dangers which all concerned in the extension and use of the probation system would do well to heed. Urging the need for firmness and decision in handling all offenders against the law, he said:

“The whole object of the treatment of an offender, whether by probation or institution, is to build up in him orderly, law-abiding habits. How can we expect him to hold himself well in hand, to live up to his promises, to be consistent, if the State itself in dealing with him fails to show these qualities? If the State, as represented in its courts, shows flabbiness, uncertainty, indecision, in common parlance, ‘bluffing’ in its dealings with probationers, how can we expect them to be free from these qualities in their dealings with us?”

The Governor condemned emphatically, as we all should, any possible misuse of probation through favoritism. He said,

“Nothing tends to bring the probation system into disrepute so quickly as any inclination on the part of the court to use it as a cloak to speak plainly, for favoritism.”

The misuse of probation on the part of courts and judges whose motives are above suspicion, but whose judgment or knowledge

of the cases is not above criticism, was pointed out as quite as serious an evil as the deliberate misuse of the system, probably because a far commoner evil.

Much depends upon the efficient work of the probation officer, but quite as much upon the right selection of cases by the judge. In this connection the Governor said:

“It is impossible for the probation system to be thoroughly efficient and to fully protect the interests of the community unless the courts do their part with careful discrimination and with consistency and decision. There are certain classes of persons who obviously are not suitable for probation. It is a travesty to place hardened and convicted offenders upon probation, when there is no indication of any probability of change in their behavior.”

One of the most serious dangers to probation is non-enforcement of its terms and conditions and in the failure to return probationers to court who do not live up to those conditions. In regard to this vital matter the Governor said:

“It is not desirable indeed that every technical violation of the terms of an offender's release should be dealt with summarily and result in his commitment to a reformatory or penal institution. The circumstances of the violation, the fact as to whether it is exceptional or habitual, the spirit of the probationer, his attitude toward the community, all should be taken into consideration; but when it is evident that he has failed to take probation seriously, when there is nothing in his conduct to really justify the belief that he is refraining from ways of life which will result in further offenses then it is essential if the probation system is to continue to possess the confidence of the community that the probation officer should report these facts to the court and that the court should act upon them with firmness and decision.”

With the rapid growth of probation evils are likely to spring up, against which we must be on our guard. No greater service can be done the system than the pointing out of its defects and the

dangers to which it is subject, with sympathy and appreciation, as was done by Governor Whitman.

LEGISLATION

No legislation changing the probation laws of the State was enacted by the Legislature of 1915. The following laws were enacted and are mentioned as more or less affecting the work of the probation officers and judges of the State.

Chapter 531, amending the Inferior Criminal Courts Act of New York City, providing for the separation of the Children's Court from the Court of Special Sessions with five justices instead of four to be appointed by the mayor from among the justices of the Court of Special Sessions; combining the first and second divisions of the Magistrates Courts under one chief magistrate and one board; retaining all probation officers and judges serving and providing for several new positions as follows: A chief probation officer and deputy chief probation officers for the Magistrates' Courts; a chief probation officer and deputy chief probation officers for the Children's Court. These provisions have meant the reorganization and centralization of the probation work in these courts. The bill also gives the magistrates the jurisdiction of the justices of the Court of Special Sessions to try certain misdemeanors and provides for a municipal term for the exclusive trial of cases involving violations of the rules or regulations of any city department.

Chapter 286, amending the Tenement House Law of New York City so as to allow females convicted of prostitution in tenement houses to be placed on probation upon their first offense, when not convicted of keeping or maintaining a disorderly house.

Chapter 480, providing that a child brought before a court, under section 486 of the Penal Law, if appearing to the magistrate to be feeble-minded, may be caused to be examined by two physicians and on the written statement that the child is feeble-minded, the magistrate may commit such child to an institution for the feeble-minded, to be there detained until discharged by the board of managers.

Chapter 211, requiring all judges in Westchester county (except the judges of city courts), to report the names and principal circumstances in the cases of all delinquent children, about to be

committed to any institutions, to the superintendent of the poor of the county; requiring the superintendent of the poor to investigate each case so reported and to report thereon with suggestions to the judge.

Chapter 228, establishing local boards of child welfare empowered to grant allowances to widows.

Chapter 579, establishing a parole commission in New York City to parole prisoners from all institutions under the jurisdiction of the department of correction. (An account of the law is given under the heading, "Parole and Probation.")

The Commission supported the bill introduced on behalf of the State Commission of Prisons by Senator Halliday and Assemblyman Law, providing that the State Probation Commission be given supervision over the work of the parole officers of State institutions. The provisions of the bill did not in any way interfere with the appointment and control of the parole officers by the board of parole and the respective State institutions. It simply made it the duty of this Commission to study and collect data regarding the parole work of the State and its needs and to seek to improve and extend it, especially with a view toward securing greater co-ordination of the parole with probation work. It would give the Commission the same relation to the parole officers as we now have toward probation officers.

The bill met with some opposition and failed of passage without reaching a vote in either branch of the Legislature.

The Commission has been willing to undertake this additional work and responsibility, believing it would be of benefit to the parole work of the State which is far from being as effective or as well co-ordinated as it should be.

The Commission opposed several bills which we believed would be injurious to the probation work of the State and they each failed of passage.

THE CONSTITUTIONAL CONVENTION

The Commission, through a special committee, prepared and actively supported two proposed amendments to the Constitution, both of which were introduced and effectively advocated by Com-

missioner A. T. Clearwater, delegate-at-large to the Convention. These amendments provided:

1. For making the State Probation Commission a constitutional body.
2. For the establishment of children's courts and courts of domestic relations by the Legislature and for conferring upon them equity jurisdiction.

The latter amendment was drafted by members of this Commission with the assistance of Judge Julian W. Mack and the Hon. Bernard Flexner, both of Chicago. The amendment was incorporated in the judiciary article and adopted without change by the Constitutional Convention. It read as follows:

"The legislature may establish children's courts, and courts of domestic relations, as separate courts, or parts of existing courts or courts hereafter to be created, and may confer upon them such equity and other jurisdiction as may be necessary for the correction, protection, guardianship and disposition of delinquent, neglected or dependent minors, and for the punishment and correction of adults responsible for or contributing to such delinquency, neglect or dependency, and of all persons legally chargeable with the support of a wife or children who abandon or neglect to support either. In the exercise of such jurisdiction such courts may hear and determine such causes, with or without a jury, except those involving a felony."

The purpose of the amendment is to standardize and enlarge the powers of children's courts and domestic relations courts, allowing the use of full equity or chancery jurisdiction in appropriate cases. This power would make it possible to deal with these cases in such a manner as to secure justice and humanity without the necessity of a criminal conviction. This jurisdiction is granted to the children's courts in other states but in this State is granted by the Constitution only to the Supreme Court. This needed Constitutional change would, we believe, pave the way for the enactment of comprehensive legislation dealing with juvenile delinquency and domestic relations cases throughout the State.

The Commission conducted a very active campaign in behalf of the amendment. A hearing was held before the Committee on the Judiciary and also before the Committee on Prisons and Reformatories and the Prevention of Crime. At these hearings, we fortunately were able to secure the presence of the Hon. Julian W. Mack, Judge of the United States Circuit Court of Appeals and formerly judge of the Juvenile Court of Chicago. Commissioners Folks and Wade also addressed the committees. Judge Mack's address was a brilliant and learned analysis of the fundamental needs and purposes of the Children's Court and the Court of Domestic Relations. His appearance had a great deal to do with securing the support and favorable action of the committees leading to the final adoption of the amendment in the revised Constitution. A report of his address is given in Appendix H of this report.

Unfortunately, with the rejection of the revised Constitution by the voters at the November election, the amendment failed. The Commission will endeavor to secure the enactment of this amendment at the earliest practicable date.

The Commission favored an amendment introduced on behalf of the State Association of Magistrates, providing for the waiving of indictments in certain cases of felony in which a plea of guilty is entered and allowing for an immediate trial in the higher court.

APPROPRIATIONS TO THE COMMISSION

The Legislature of 1915 granted the Commission a total of \$12,800 in the appropriation bill and \$1,713.23 for deficiencies in the supply bill. The Commission has received no increase in the number of its staff since 1909. For the coming year, the Commission has requested that an appropriation be made for the salary of a statistician in addition to the present staff. All the work of the Commission, especially the statistical and clerical work has been increasing greatly, due to the growing probation work of the State, and this additional employee is greatly needed. A total appropriation of \$15,100 has been requested from the Legislature of 1916. No deficiency item is required. The items requested appear in an appendix to this report.

RECOMMENDATIONS

That the growing probation work in the courts of the State may be developed wisely and successfully, the Commission desires to bring to the earnest attention of all officials and other persons in the State who are concerned in this work, the following recommendations:

TO JUDGES AND OTHER PUBLIC OFFICIALS

1. Every city should employ one or more salaried probation officers appointed from civil service lists. Every city of from 10,000 to 20,000 population or over, depending on the character of its population and other local conditions, should have one or more salaried officers giving their time exclusively to the probation work of the city court. Smaller cities and villages should secure the part time service of salaried officers, either county or local; if this is impossible the courts should appoint volunteers.

2. Every county should provide for one or more salaried county probation officers appointed under the civil service, doing the important probation work of the higher courts, the work arising in the justices' courts of towns and villages, and also serving in the smaller cities which have not provided themselves with salaried probation officers. In the larger counties a separate officer exclusively for handling the probation work in the justices' courts of the towns and villages is recommended.

3. In the larger cities and counties and wherever the amount of work is sufficient to justify the expense, both male and female probation officers should be employed. For the handling of women and girls, a woman probation officer is indispensable. If the members are few, volunteer service may suffice. For the care of men and older boys a male officer is necessary.

4. In the larger cities there should be a chief probation officer and where the work warrants, deputy chief probation officers, in order that the work may be efficiently organized and co-ordinated.

5. Salaries of probation officers should be made high enough to attract and hold well qualified men and women in the service. A minimum of \$1,200 for full time probation officers is recommended. A system of annual salary increases should be provided up to a certain maximum, to be paid to all efficient officers as just compensation for increased efficiency.

6. Probation officers should be provided with proper office quarters, supplies for their work, and traveling expenses. The efficiency of an officer depends upon his ability to cover his territory and it is therefore poor economy to limit him as to his necessary expenditures.

7. Adequate clerical help should be supplied to probation officers. It is poor economy to keep the probation officer in his office preparing records and doing other clerical work when his more important work is in the field.

8. Probation officers should be allowed necessary traveling expenses in attending the annual State conference of probation officers. The benefit derived from attending this Conference justifies this expenditure as it is an investment which adds to the knowledge and efficiency of the officer.

9. Judges are urged not to place persons on probation in whose cases it is almost certain that a probation officer can accomplish little or nothing of positive value. In order to determine fitness for probation or other treatment, a preliminary investigation by the probation officer is essential in practically all cases.

TO PROBATION OFFICERS

1. More frequent visits to the homes of probationers should be made than has been the practice in the past. Probation officers should not depend upon office reports alone, but should see the probationer and his family in their homes frequently, generally not less than once a month.

2. Thorough investigation should be made in all cases, if possible, before receiving upon probation; when this is impossible, immediately after.

3. Chief probation officers should endeavor to distribute the cases to the officers who are best fitted to care for them. Where they have both men and women probation officers, the cases of women and girls should invariably be assigned to women officers; the cases of men and older boys should invariably go to male probation officers.

4. Probation officers should welcome the assistance of volunteer probation officers and other workers, but should not leave the care of their cases to such workers alone. Probation officers

should remain in official charge of all cases assigned to them and insist on frequent and accurate reports of all services performed by volunteer assistants. Probation officers should work out a plan of co-operation with all the charitable, civic, religious, and other organizations in their communities so as to obtain a maximum amount of co-operation in their cases.

5. Probation officers should seek legitimate and enlightening publicity for their work through the newspapers, always insisting that the names of probationers and others involved in their cases be not published. They should seek opportunities to talk about their work in various kinds of public gatherings.

6. All probation officers should prepare annual reports to be submitted to the judges of the courts in which they serve and to the public officials of the city or county employing them.

The work of the probation officer is of the greatest value to the community, both morally and materially. His work is both preventive and reformatory. He should receive the support and encouragement not only of judges and public officials, but also of all the people. The success of the officers and of the probation system depends in large measure upon the interest and co-operation of the people in each locality. The support and appreciation afforded to the probation workers of the State is constantly increasing.

The State Probation Commission desires to express its appreciation of the courtesies and aid extended to it by the judges and other officials, departments, organizations, to the press, and to the many persons who have been of great assistance in its work during the past year.

Respectfully submitted,
HOMER FOLKS, *President*,
CHARLES L. CHUTE, *Secretary*.

April 3, 1916.

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TABLE 1a — BOYS PLACED ON PROBATION

COURTS	Oct.	Nov.	Dec.	Jan.	Feb.	Mar.	April	May	June	July	Aug.	Sept.	Month un-stated	Total
CITIES														
Albany Police.....	6	3	5	2	4	3	4	3	4	6	2	5	.....	41
Amsterdam Recorder's.....	3	2	3	5	.....	6	3	5	.....	.....	2	2	.....	34
Auburn Recorder's.....	.....	1	.....	.....	.....	.....	.....	1	.....	.....	.....	.....	.....	12
Batavia Police.....	.....	.....	4	1	2	1	3	8	2	3	6	.....	.....	30
Binghamton City.....	.....	2	.....	.....	.....	.....	.....	.....	.....	.....	.....	3	.....	10
Buffalo Children's.....	20	20	10	10	18	13	10	24	10	32	20	9	.....	196
Cohoes Recorder's.....	.....	.....	3	2	2	2	.....	.....	.....	.....	.....	.....	5	8
Corning City.....	3	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	2
Corland City.....	.....	3	.....	.....	4	.....	.....	3	.....	2	2	.....	.....	15
Elmira Recorder's.....	1	.....	.....	.....	.....	1	1	.....	.....	2	.....	2	.....	8
Hornell Recorder's.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	4	.....	11
Hudson City.....	.....	6	3	.....	.....	4	3	3	.....	2	.....	.....	.....	21
Ithaca City.....	5	.....	2	.....	2	16	.....	.....	.....	.....	.....	.....	.....	28
Jamestown Police.....	.....	2	1	.....	.....	1	.....	1	.....	1	.....	1	.....	9
Johnstown Recorder's.....	.....	4	.....	3	8	5	6	7	2	21	4	6	.....	66
Kingston Recorder's.....	.....	7	7	3	1	1	.....	14	2	.....	.....	.....	.....	45
Lackawanna City.....	1	4	4	3	8	8	3	1	1	3	3	.....	.....	27
Mount Vernon City.....	4	2	.....	13	2	.....	.....	.....	.....	.....	.....	.....	.....	17
Newburgh Recorder's.....	3	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	134
New Rochelle City.....	4	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	124
New York City Children's, New York county.....	153	121	130	138	116	166	114	145	106	154	134	2	.....	1,601
New York City Children's, Kings county.....	154	85	84	94	82	96	96	121	106	124	82	63	.....	1,187
New York City Children's, Queens county.....	24	22	16	13	20	22	17	16	28	20	16	18	.....	232
New York City Children's, Richmond county.....	6	19	20	5	20	24	9	23	2	7	15	14	.....	164
New York City Children's, Bronx county.....	35	34	44	25	50	50	50	52	26	28	38	18	.....	425
Niagara Falls Police.....	.....	1	.....	.....	.....	.....	.....	.....	.....	1	.....	.....	.....	2
North Tonawanda City.....	.....	.....	.....	.....	.....	1	.....	.....	.....	.....	.....	1	.....	2
Norwich Police.....	.....	.....	.....	.....	1	.....	.....	.....	.....	1	.....	.....	.....	2
Ogdensburg Recorder's.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	1	2	.....	2
Plattsburg City.....	1	2	1	6	7	4	7	14	.....	.....	.....	.....	.....	4
Poughkeepsie City.....	.....	.....	.....	.....	.....	.....	3	6	.....	.....	.....	1	.....	42
Rome City.....	6	.....	.....	.....	1	.....	.....	.....	.....	.....	.....	.....	.....	16
Saratoga Springs City.....	1	2	.....	.....	.....	.....	.....	1	8	1	.....	.....	.....	5
Schenectady Police.....	5	2	1	9	4	4	4	1	.....	.....	11	11	.....	67
Syracuse Special Sessions.....	9	17	6	5	10	10	6	7	8	4	4	7	.....	92
Troy City.....	14	5	4	4	4	6	9	14	3	6	3	3	.....	68
Utica City.....	11	9	21	3	5	8	9	14	8	3	2	10	.....	103

Watertown City.....	1	14	383	380	381	436	390	517	336	437	371	326	5	4,796	5
Watervliet City.....	12	9	381	380	381	436	390	517	336	437	371	326	8	141	2
Yonkers City.....	483	381	383	380	381	436	390	517	336	437	371	326	5	4,796	141
Total for cities.....	1	9	381	380	381	436	390	517	336	437	371	326	5	4,796	141
TOWNS AND VILLAGES IN —															
Albany county.....	1	2	383	380	381	436	390	517	336	437	371	326	5	4,796	5
Clinton county.....	1	3	383	380	381	436	390	517	336	437	371	326	5	4,796	7
Dutchess county.....	1	1	381	380	381	436	390	517	336	437	371	326	5	4,796	16
Erie county.....	1	1	381	380	381	436	390	517	336	437	371	326	5	4,796	1
Franklin county.....	1	1	381	380	381	436	390	517	336	437	371	326	5	4,796	6
Montgomery county.....	1	1	381	380	381	436	390	517	336	437	371	326	5	4,796	1
Oneida county.....	1	1	381	380	381	436	390	517	336	437	371	326	5	4,796	1
Onondaga county.....	1	1	381	380	381	436	390	517	336	437	371	326	5	4,796	2
Rockland county.....	1	1	381	380	381	436	390	517	336	437	371	326	5	4,796	4
Schenectady county.....	1	1	381	380	381	436	390	517	336	437	371	326	5	4,796	1
Steuben county.....	1	1	381	380	381	436	390	517	336	437	371	326	5	4,796	9
Suffolk county.....	1	1	381	380	381	436	390	517	336	437	371	326	5	4,796	10
VILLAGES															
Dobbs Ferry.....	1	1	381	380	381	436	390	517	336	437	371	326	5	4,796	2
Elmira Heights.....	1	1	381	380	381	436	390	517	336	437	371	326	5	4,796	4
Ft. Iconer.....	1	1	381	380	381	436	390	517	336	437	371	326	5	4,796	3
Lyons.....	1	1	381	380	381	436	390	517	336	437	371	326	5	4,796	1
Manlius.....	1	1	381	380	381	436	390	517	336	437	371	326	5	4,796	4
Minerva.....	1	1	381	380	381	436	390	517	336	437	371	326	5	4,796	1
Owego.....	1	1	381	380	381	436	390	517	336	437	371	326	5	4,796	2
Pleasantville.....	1	1	381	380	381	436	390	517	336	437	371	326	5	4,796	3
Port Chester.....	1	1	381	380	381	436	390	517	336	437	371	326	5	4,796	1
Potsdam.....	1	1	381	380	381	436	390	517	336	437	371	326	5	4,796	2
South Nyack.....	1	1	381	380	381	436	390	517	336	437	371	326	5	4,796	1
Tuckahoe.....	1	1	381	380	381	436	390	517	336	437	371	326	5	4,796	4
Walton.....	1	1	381	380	381	436	390	517	336	437	371	326	5	4,796	1
Waverly.....	1	1	381	380	381	436	390	517	336	437	371	326	5	4,796	3
TOWNS															
Chautauque county, town of Ellipton.....	1	1	381	380	381	436	390	517	336	437	371	326	5	4,796	3
Chenango county, town of New Berlin.....	1	1	381	380	381	436	390	517	336	437	371	326	5	4,796	1
Herkimer county, town of Manheim.....	1	1	381	380	381	436	390	517	336	437	371	326	5	4,796	3
Jefferson county, town of Alexandria.....	1	1	381	380	381	436	390	517	336	437	371	326	5	4,796	1
Jefferson county, town of Wilna.....	1	1	381	380	381	436	390	517	336	437	371	326	5	4,796	2
Nassau county, town of Hempstead.....	1	1	381	380	381	436	390	517	336	437	371	326	5	4,796	5
Nassau county, town of North Hempstead.....	1	1	381	380	381	436	390	517	336	437	371	326	5	4,796	3
Niagara county, town of Lewiston.....	1	1	381	380	381	436	390	517	336	437	371	326	5	4,796	1

TABLE 1a — BOYS PLACED ON PROBATION — (Concluded)

COURTS	Oct.	Nov.	Dec.	Jan.	Feb.	Mar.	April	May	June	July	Aug.	Sept.	Month un-stated	Total
TOWNS — (Concluded)														
Saratoga county, town of Milton.....	...	...	...	2	...	...	...	...	...	...	...	...	1	2
Sullivan county, town of Thompson.....	...	...	...	...	...	...	...	...	...	...	...	...	5	1
Westchester county, town of Mamaroneck.....	...	...	...	...	...	...	...	...	...	...	...	...	...	5
Total for towns and villages.....	7	7	13	11	6	2	9	7	10	11	12	14	11	120
SUPREME AND COUNTY COURTS														
Erie Supreme and County.....	...	...	...	1	...	...	...	2	...	...	2	...	...	5
Monroe County, Children's Part.....	8	13	15	15	12	5	19	14	16	28	13	8	...	166
Ontario County, Children's Part.....	2	1	1	5	2	2	1	2	1	1	...	1	...	19
Orange Supreme.....	...	...	...	...	...	...	...	...	...	...	...	...	...	1
Ulster Supreme.....	...	...	...	...	...	...	...	...	...	...	...	...	...	1
Total for Supreme and county courts.....	10	14	16	21	15	7	21	18	17	29	15	9	...	192
Grand total.....	500	402	412	392	402	445	410	542	363	477	398	319	16	5,108

TABLE 1b — GIRLS PLACED ON PROBATION

COURTS	Oct.	Nov.	Dec.	Jan.	Feb.	Mar.	April	May	June	July	Aug.	Sept.	Month un-stated	Total
CITIES														
Albany Police.....	...	2	...	1	...	...	...	1	...	2	...	...	...	4
Beacon City.....	...	...	1	...	...	...	...	...	...	...	...	...	...	1
Binghamton City.....	...	...	3	2	...	2	...	...	1	1	1	...	...	2
Buffalo Children's.....	1	2	...	...	1	...	...	...	...	...	...	...	...	14
Coboes Recorder's.....	...	...	...	...	1	...	...	...	...	...	...	...	...	1
Cortland City.....	...	...	...	...	...	...	...	...	...	...	...	...	...	1
Ithaca City.....	...	...	...	...	...	...	...	...	...	...	...	...	...	1
Lackawanna City.....	1	...	...	...	...	...	...	...	...	2	1	2	...	3
Mount Vernon City.....	...	1	...	...	...	1	...	...	...	...	1	1	...	3
New York City Children's, New York county.....	12	9	23	14	15	15	29	25	11	12	7	17	...	4
New York City Children's, Kings county.....	5	18	10	11	15	16	10	13	18	10	2	6	...	189
New York City Children's, Queens county.....	1	5	5	6	4	1	5	4	3	3	6	5	...	122
New York City Children's, Richmond county.....	10	8	2	3	7	12	11	7	...	8	9	3	...	48
New York City Children's, Bronx county.....	1	1	4	6	4	1	4	2	2	5	4	3	...	80
Niagara Falls Police.....	...	...	...	...	...	...	...	...	...	...	...	...	...	36
Poughkeepsie City.....	1	...	...	1	2	1	...	...	...	...	...	...	...	1
Rome City.....	...	...	...	...	...	...	...	2	...	...	...	...	...	4
Schenectady Police.....	1	2	1	...	...	...	1	...	...	...	...	2	...	2
Syracuse Special Sessions.....	2	2	...	4	...	1	1	...	...	...	4	...	...	27
Utica City.....	...	...	...	...	...	...	...	...	...	...	...	4	...	13
Watertown City.....	...	...	...	1	1	...	...	...	...	...	...	...	...	5
Yonkers City.....	...	...	...	...	...	...	2	...	1	3	1	...	...	27
Total for cities.....	34	50	49	49	38	50	65	54	37	47	36	43	...	552
TOWNS AND VILLAGES IN—														
Franklin county.....	...	...	...	...	...	...	...	...	...	...	...	1	...	1
Lewis county.....	...	...	...	...	...	...	...	...	...	...	...	1	...	1

TABLE 1b — GIRLS PLACED ON PROBATION — (Concluded)

COURTS	Oct.	Nov.	Dec.	Jan.	Feb.	Mar.	April	May	June	July	Aug.	Sept.	Month un-stated	Total
VILLAGES														
Falconer.....	...	...	...	...	...	...	1	...	1	...	...	...	...	1
Manlius.....	...	...	...	...	...	...	1	...	...	...	...	...	...	1
Mineola.....	...	...	...	...	...	...	...	...	...	...	...	...	1	1
Pleasantville.....	...	...	...	...	...	...	...	2	...	...	...	...	...	2
Potsdam.....	...	...	...	...	...	...	...	...	...	...	...	...	...	...
TOWNS														
Chenango county, town of New Berlin.....	3	...	...	...	1	...	...	2	...	...	...	...	...	3
Nassau county, town of Hempstead.....	...	...	...	...	...	...	...	...	...	...	...	...	...	3
Nassau county, town of North Hempstead.....	1	...	...	...	...	...	...	1	...	...	...	...	...	1
Saratoga county, town of Corinth.....	...	...	...	...	...	...	...	...	...	...	...	...	...	1
Total for towns and villages.....	4	...	...	...	1	...	1	5	1	...	...	2	2	16
SUPREME AND COUNTY COURTS														
Monroe County, Children's Part.....	2	2	10	15	2	2	5	3	...	2	...	...	...	48
Ontario County, Children's Part.....	...	...	...	...	...	...	...	...	1	2	...	...	...	3
Total for Supreme and county courts.....	2	2	10	15	2	2	5	3	1	4	...	...	...	40
Grand total.....	40	52	50	64	41	62	71	62	39	51	36	45	2	104

TABLE 1c — MEN PLACED ON PROBATION

COURTS	Oct.	Nov.	Dec.	Jan.	Feb.	Mar.	April	May	June	July	Aug.	Sept.	Month un-stated	Total
CITIES														
Albany Police.....	2	3	3	1	3	1	3	2	1	...	1	1	...	15
Amsterdam Recorder's.....	2	3	4	4	6	5	3	3	3	...	5	3	...	40
Auburn Recorder's.....	1	1	4	4	5	4	8	10	7	3	4	4	...	55
Binghamton City.....	...	...	...	5	1	5	1	...	2	3	2	4	...	24
Buffalo Children's.....	1	...	...	...	...	...	...	...	2	2	2	5	...	24
Buffalo City.....	265	156	113	202	181	146	145	186	191	110	183	202	...	2,070
Canandaigua Police.....	...	...	...	...	...	...	...	...	...	...	...	...	...	1
Cornell City.....	1	2	4	...	...	...	...	...	...	...	...	...	...	22
Cortland City.....	1	2	...	...	...	...	...	...	6	7	2	4	...	39
Elmira Recorder's.....	...	2	1	3	1	2	2	1	4	3	2	8	...	30
Gloversville Recorder's.....	...	3	...	...	1	2	4	3	...	1	3	5	...	20
Hornell Recorder's.....	...	...	...	...	...	...	...	...	4	...	8	...	...	17
Ithaca City.....	...	...	...	...	...	...	...	...	...	...	...	...	...	4
Jamestown Police.....	11	2	6	5	...	2	1	5	5	7	4	1	...	56
Johnstown Recorder's.....	...	...	...	...	...	...	...	...	...	...	...	...	...	1
Kingston Recorder's.....	...	1	...	...	...	2	2	...	...	1	1	...	...	8
Lackawanna City.....	8	17	14	25	21	15	7	10	18	25	13	16	...	189
Lockport Police.....	...	...	...	...	...	...	2	4	3	...	2	...	...	10
Middletown Recorder's.....	...	...	...	...	...	...	...	...	3	...	1	1	...	4
Mount Vernon City.....	6	4	6	7	7	5	6	5	3	8	1	2	...	60
Newburgh Recorder's.....	...	...	...	...	...	...	...	...	...	...	7	4	...	34
New Rochelle City.....	...	...	...	...	...	...	...	...	...	...	...	...	...	1
New York City Board of Magistrates, 1st Division.....	116	112	94	94	126	142	147	127	138	116	147	143	...	1,501
New York City Board of Magistrates, 2nd Division.....	221	263	180	199	112	256	250	245	226	237	245	220	...	2,654
New York City Special Sessions, Manhattan.....	41	67	58	39	41	45	55	53	41	50	39	32	...	546
New York City Special Sessions, Brooklyn.....	46	44	41	33	26	39	33	25	40	48	19	22	...	407
New York City Special Sessions, Queens.....	7	4	2	5	3	6	6	3	5	3	9	3	...	61
New York City Special Sessions, Richmond.....	1	1	1	2	2	4	1	1	2	...	2	2	...	10
New York City Special Sessions, Bronx.....	6	4	11	4	6	5	5	11	5	...	2	4	...	67
Niagara Falls Police.....	1	1	...	2	...	1	...	4	...	5	1	6	...	27
North Tonawanda City.....	...	...	...	...	...	...	...	...	...	...	1	5	...	22
Norwich Police.....	1	2	2	2	2	3	6	1	...	2	4	3	...	18
Ogdensburg Recorder's.....	...	...	...	...	...	...	...	...	1	1	4	...	...	13
Poughkeepsie Recorder's.....	...	...	...	...	...	...	...	...	...	...	...	...	...	3
Poughkeepsie City.....	2	1	2	1	3	2	3	5	4	3	...	6	...	32
Poughkeepsie Police.....	4	...	...	...	...	...	...	...	...	...	...	1	...	35
Rochester Police.....	27	18	14	16	20	10	16	21	25	20	13	21	...	221
Rome City.....	2	...	3	1	...	...	...	...	...	...	...	...	...	6

STATE PROBATION COMMISSION

TABLE 1C — MEN PLACED ON PROBATION — (Continued)

COURTS	Oct.	Nov.	Dec.	Jan.	Feb.	Mar.	April	May	June	July	Aug.	Sept.	Month un- stated	Total
CITIES — (Continued)														
Saratoga Springs City.....	2	...	2	...	1	5	3	3	3	0	5	3	...	36
Schenectady Police.....	...	...	...	3	...	...	3	5	...	...	...	...	...	22
Syracuse Special Sessions.....	18	16	13	21	5	21	14	28	26	27	30	14	...	223
Troy City.....	1	...	...	2	...	...	1	2	1	...	...	...	...	10
Utica City.....	11	7	14	8	9	7	10	13	9	10	18	0	...	134
Watertown City.....	1	...	4	1	...	...	1	3	3	1	1	1	...	16
Watervliet City.....	...	...	...	10	4	...	...	10	8	1	4	5	...	1
Yonkers City.....	6	10	14	10	4	4	6	10	...	...	...	...	...	82
Total for cities.....	814	734	613	706	600	766	769	788	704	738	781	763	19	8,804
TOWNS AND VILLAGES IN —														
Albany county.....	...	...	1	1	...	...	...	...	...	...	1	...	...	1
Cayuga county.....	...	...	...	...	...	...	...	...	...	...	...	...	...	2
Clinton county.....	...	1	1	3	3	7	4	5	0	1	1	...	...	6
Cortland county.....	3	2	...	...	...	...	...	...	2	6	6	4	...	31
Dutchess county.....	6	9	9	4	3	6	5	7	7	2	4	3	...	66
Errie county.....	...	...	...	2	...	...	...	...	...	...	...	...	...	2
Fulton county.....	1	...	...	...	...	...	...	1	...	...	...	...	...	2
Lewis county.....	...	...	...	3	1	1	...	...	1	1	...	1	...	7
Niagara county.....	...	...	...	...	...	...	1	...	...	...	...	...	...	2
Oneida county.....	2	3	5	2	1	2	1	1	1	6	1	3	...	28
Onondaga county.....	3	2	3	1	1	1	2	...	0	1	4	3	...	24
Orange county.....	...	...	...	...	...	...	...	1	3	1	2	...	...	24
St. Lawrence county.....	...	...	...	...	...	...	1	1	1	1	...	...	...	4
Steuben county.....	...	...	...	...	1	...	...	...	...	...	3	...	...	4
Suffolk county.....	2	...	...	...	...	...	...	...	...	...	...	1	...	5
VILLAGES														
Attica.....	...	...	...	...	...	...	...	...	...	...	...	...	...	6
Dobbs Ferry.....	...	...	...	...	...	...	...	...	...	1	2	1	1	1
Elmira Heights.....	...	...	...	1	...	...	...	...	1	...	...	...	...	1
Goshen.....	...	2	...	...	...	...	...	...	...	...	...	...	...	3
Hamburg.....	1	...	...	...	...	...	...	...	...	...	...	...	...	3
Hoosick Falls.....	...	...	...	...	...	...	...	...	...	...	...	...	...	1
Manlius.....	...	...	...	...	...	...	...	...	1	...	...	...	...	1

[illegible]

TABLE 1c—MEN PLACED ON PROBATION — (Concluded)

COURTS	Oct.	Nov.	Dec.	Jan.	Feb.	Mar.	April	May	June	July	Aug.	Sept.	Month unstatd	Total
SUPREME AND COUNTY COURTS — (Concluded)														
Montgomery Supreme and County	4	2	53	75	84	2	1	1	3	62	51	43	16	3
Nassau County	79	74	20	4	7	78	103	110	115	10	2	5	927	3
New York Supreme and General Sessions	7	2	20	4	2	13	2	6	10	2	51	43	46	46
Niagara Supreme and County	0	14	2	9	7	14	2	6	8	1	1	1	68	68
Ontario Supreme and County	3	1	1	1	3	2	4	6	7	3	1	1	63	63
Ontario Supreme and County	1	1	1	1	3	4	2	3	10	2	1	1	10	10
Orange Supreme and County	1	7	1	1	4	2	2	3	6	2	1	3	20	20
Oswego Supreme and County	1	8	1	1	1	18	1	18	11	2	2	1	26	26
Queens County	4	1	1	3	7	18	3	5	1	2	2	2	71	71
Rensselaer Supreme and County	4	1	1	3	9	1	1	2	12	2	1	2	13	13
Richmond Supreme and County	1	1	1	2	9	1	1	2	12	2	1	2	26	26
Rockland Supreme and County	1	1	1	2	9	1	1	4	3	1	1	2	11	11
St. Lawrence Supreme and County	1	1	1	2	9	1	1	4	3	1	1	2	11	11
Saratoga Supreme and County	1	1	1	2	9	1	1	4	3	1	1	2	17	17
Scheneca County	1	1	1	3	1	2	3	4	1	1	1	4	11	11
Steuben Supreme and County	1	1	1	3	1	2	3	4	1	1	1	1	9	9
Suffolk Supreme and County	1	1	1	3	1	2	3	4	1	1	1	1	9	9
Tompkins Supreme and County	2	1	1	1	1	1	1	1	1	1	1	1	4	4
Ulster Supreme and County	3	1	1	1	1	1	1	1	1	1	1	1	4	4
Warren Supreme and County	1	1	1	1	1	1	1	1	1	1	1	1	4	4
Wayne County	2	2	6	2	2	2	2	2	6	1	3	2	23	23
Westchester Supreme and County	2	2	6	2	2	2	2	2	6	1	3	2	23	23
Wyoming Supreme and County	2	2	6	2	2	2	2	2	6	1	3	2	23	23
Total for Supreme and county courts	186	164	154	144	204	197	198	230	263	93	76	95	20	2,024
Grand total	1,022	932	795	890	834	984	988	1,040	1,097	859	885	881	74	11,281

TABLE 1d — WOMEN PLACED ON PROBATION

COURTS	Oct.	Nov.	Dec.	Jan.	Feb.	Mar.	April	May	June	July	Aug.	Sept.	Month unstatd	Total
CITIES														
Albany Police.....	2	1	1	3	1	3	1	1	2	2	1	2	..	13
Amsterdam Recorder's.....	..	1	..	..	..	1	..	..	..	..	..	..	..	10
Auburn Recorder's.....	..	..	..	2	3	1	..	..	..	1	1	..	..	9
Binghamton City.....	2	2	1	2	1	2	2	1	1	5	1	2	..	22
Buffalo Children's.....	6	6	1	1	4	7	7	2	2	..	1	..	..	36
Buffalo City.....	18	14	19	32	16	10	18	21	19	18	28	30	..	243
Corning City.....	..	..	..	..	..	..	..	..	..	..	..	..	2	2
Cortland City.....	..	..	2	..	..	..	..	..	..	..	..	..	..	2
Elmira Recorder's.....	..	..	..	..	..	2	..	..	..	..	..	..	..	2
Fulton City.....	1	..	..	..	..	..	..	..	..	..	..	..	..	1
Gloversville Recorder's.....	..	..	3	..	..	..	..	..	..	..	..	..	..	1
Hornell Recorder's.....	..	..	..	..	..	..	1	2	..	..	..	..	..	1
Ithaca City.....	4	..	..	1	2	..	..	..	..	..	1	..	..	3
Jamestown Police.....	..	1	..	..	1	..	1	..	1	..	..	..	..	3
Kingston Recorder's.....	..	..	1	..	1	..	..	..	..	..	..	..	..	3
Lackawanna City.....	..	6	1	..	9	..	3	3	8	2	7	2	..	41
Mount Vernon City.....	..	1	2	..	2	..	..	1	2	..	..	..	..	9
Newburgh Recorder's.....	..	..	..	..	..	..	..	..	..	..	..	..	..	1
New York City Board of Magistrates, 1st Division.....	31	45	35	30	36	44	40	37	60	46	46	36	..	486
New York City Board of Magistrates, 2nd Division.....	36	53	43	27	18	32	30	40	39	23	26	31	..	398
New York City Special Sessions, Manhattan.....	..	7	10	12	9	8	13	11	10	3	4	8	..	104
New York City Special Sessions, Brooklyn.....	4	2	5	3	..	2	3	4	9	2	1	..	..	35
New York City Special Sessions, Queens.....	..	..	..	..	..	..	..	..	1	..	..	..	..	1
New York City Special Sessions, Richmond.....	..	..	..	2	..	..	..	..	..	..	2	..	..	1
New York City Special Sessions, Bronx.....	..	..	5	..	..	..	..	..	..	..	..	1	..	1
Niagara Falls Police.....	..	..	..	..	..	..	..	..	..	..	..	..	..	1
North Tonawanda City.....	..	..	..	..	..	..	1	1	..	2	3	1	..	1
Norwich Police.....	..	..	1	..	..	1	1	1	..	2	..	..	..	1
Plattsburgh City.....	..	..	..	..	1	1	1	1	..	..	..	..	..	1
Rochester Police.....	..	..	..	8	8	6	2	10	6	5	12	11	..	88
Saratoga Springs City.....	12	5	3	..	1	..	..	..	..	..	..	..	..	1
Schenectady Police.....	..	..	..	..	1	..	..	..	1	2	3	5	..	4
Schenectady Special Sessions.....	3	2	..	..	..	3	5	3	..	2	..	1	..	27
Syracuse Special Sessions.....	..	1	1	1	..	2	1	..	1	3	5	1	..	9
Utica City.....	1	..	1	..	..	..	..	..	..	..	..	..	..	5
Watertown City.....	..	..	..	..	..	..	..	..	1	..	..	..	..	4
Yonkers City.....	1	1	2	..	..	..	..	..	..	..	..	..	..	4
Total for cities.....	130	148	136	123	112	127	129	138	166	117	142	128	2	1,598

TABLE 1d — WOMEN PLACED ON PROBATION — (Concluded)

COURTS	Oct.	Nov.	Dec.	Jan.	Feb.	Mar.	April	May	June	July	Aug.	Sept.	Month unstatd	Total
TOWNS AND VILLAGES IN —														
Cortland county.....	1	..	..	1	..	..	1	..	1	..	1	..	..	1
Dutchess county.....	..	..	..	..	..	..	..	..	..	..	..	..	..	3
Oneida county.....	..	..	..	..	..	..	..	..	1	..	..	..	..	1
VILLAGES														
Hoosick Falls.....	..	1	..	1	1	..	..	..	..	..	..	..	1	1
Port Chester.....	..	..	..	..	..	..	..	..	..	..	..	..	..	3
South Nyack.....	..	..	..	..	..	..	..	..	..	..	..	..	..	1
TOWN														
Saratoga county, town of Milton.....	..	..	..	..	..	..	..	..	..	1	..	..	..	1
Total for towns and villages.....	1	1	..	3	1	..	1	..	1	1	1	..	1	11
SUPREME AND COUNTY COURTS														
Albany County.....	..	..	1	2	2	..	..	..	1	..	1	1	..	1
Bronx County.....	..	..	..	..	..	..	..	..	1	..	..	..	..	7
Delaware Supreme and County.....	..	1	2	..	..	..	..	..	..	..	..	..	..	1
Erie Supreme and County.....	..	1	..	1	..	..	..	..	1	..	..	..	..	3
Essex Supreme and County.....	..	..	..	..	..	..	..	..	..	..	..	..	..	1
Jefferson Supreme and County.....	..	..	..	..	..	..	1	..	..	..	..	..	..	2
Kings County.....	1	..	..	..	..	..	1	..	1	..	..	..	..	2
Monroe County.....	..	..	..	..	..	..	..	..	1	..	..	..	..	1
New York Supreme and General Sessions.....	7	8	2	6	9	6	4	9	6	4	3	2	..	66
Niagara Supreme and County.....	..	1	..	..	..	..	1	1	..	..	..	..	..	1
Oneida Supreme and County.....	..	3	..	..	..	..	..	..	..	..	..	..	..	1
Oswego Supreme and County.....	..	..	..	..	..	..	..	..	1	..	..	..	..	3
Queens County.....	..	..	..	..	..	..	..	1	..	..	..	..	..	1
Richmond Supreme and County.....	..	..	..	..	..	..	..	..	1	..	..	..	..	1
Rockland Supreme and County.....	..	..	..	..	..	..	..	..	1	1	..	..	..	1
St. Lawrence Supreme and County.....	..	..	..	..	..	..	..	..	..	..	..	..	..	1
Steuben Supreme and County.....	..	..	1	1	1	..	..	..	..	..	..	..	..	1
Suffolk Supreme and County.....	..	..	..	..	..	..	..	..	..	..	..	..	..	2
Total for Supreme and county courts.....	8	14	6	10	12	6	5	11	12	5	4	3	..	96
Grand total.....	139	163	142	136	125	133	135	149	179	123	147	131	3	1,705

TABLE 2a — CLASSIFICATION OF CHARGES IN CASES OF BOYS PLACED ON PROBATION

COURTS	Assault	Burglary or robbery	Disorderly or ungovernable child	Improper guardianship	Larceny or kindred offenses	Malicious mischief, breach of peace or disorderly conduct	Truancy	Violation of local ordinances	Other and unstatuted charges	Total
CITIES										
Albany Police.....	1	16	2	.....	17	.....	.....	1	4	41
Amsterdam Recorder's.....	1	.....	12	.....	13	.....	.....	.....	2	34
Auburn Recorder's.....	.....	.....	2	.....	3	.....	.....	.....	.....	12
Batavia Police.....	1	.....	1	.....	6	.....	.....	6	7	30
Binghamton City.....	.....	.....	1	.....	.....	.....	.....	.....	1	10
Buffalo Children's.....	6	37	11	.....	116	.....	7	13	4	196
Collores Recorder's.....	.....	3	2	.....	7	.....	1	.....	.....	9
Corning City.....	.....	.....	.....	.....	6	.....	.....	.....	.....	8
Cortland City.....	.....	.....	.....	.....	11	.....	.....	.....	.....	16
Elmira Recorder's.....	.....	.....	.....	.....	3	.....	.....	2	.....	8
Hornell Recorder's.....	.....	.....	.....	.....	8	.....	.....	.....	.....	8
Hudson City.....	.....	.....	.....	.....	17	.....	.....	.....	.....	11
Jamestown Police.....	.....	.....	.....	.....	8	.....	.....	.....	.....	21
Johnstown Recorder's.....	.....	.....	.....	.....	17	.....	.....	.....	.....	28
Kingston Recorder's.....	1	.....	3	.....	13	.....	.....	3	.....	9
Lackawanna City.....	.....	.....	.....	.....	22	.....	.....	.....	.....	66
Mount Vernon City.....	.....	.....	1	.....	27	.....	.....	.....	.....	45
Newburgh Recorder's.....	4	2	3	.....	13	.....	12	6	.....	27
New Rochelle City.....	.....	10	.....	.....	11	.....	.....	.....	.....	17
New York City Children's, New York county.....	46	231	193	240	411	334	1	12	84	1,601
New York City Children's, Kings county.....	46	313	204	78	288	186	3	6	116	1,187
New York City Children's, Queens county.....	15	25	28	48	60	23	.....	2	33	232
New York City Children's, Richmond county.....	3	18	8	65	80	21	.....	.....	19	164
New York City Children's, Bronx county.....	16	113	61	14	120	65	.....	1	35	425
Niagara Falls Police.....	.....	.....	.....	.....	.....	1	.....	.....	1	2
North Tonawanda City.....	.....	.....	.....	.....	.....	.....	2	.....	.....	2
Norwich Police.....	1	.....	.....	.....	2	1	.....	.....	.....	2
Ogdensburg Recorder's.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	2
Plattsburg City.....	1	.....	.....	.....	.....	.....	.....	.....	.....	2
Poughkeepsie City.....	.....	.....	.....	.....	.....	.....	24	.....	3	4
Rome City.....	.....	.....	.....	.....	.....	6	.....	.....	2	42
Saratoga Springs City.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	16
Schenectady Police.....	7	13	3	.....	25	.....	3	.....	7	67
Syracuse Special Sessions.....	.....	.....	18	14	47	5	4	1	3	92

TABLE 2a — CLASSIFICATION OF CHARGES IN CASES OF BOYS PLACED ON PROBATION — (Concluded)

COURTS	Assault	Burglary or robbery	Disorderly or ungovernable child	Improper guardianship	Larceny or kindred offenses	Malicious mischief, breach of peace or disorderly conduct	Truancy	Violation of local ordinances	Other and unstated charges	Total
<i>CITIES — (Concluded)</i>										
Troy City.....	2	8	3	.....	17	6	31	.....	1	68
Utica City.....	2	.....	43	6	33	7	12	103
Watertown City.....	4	.....	1	.....	.....	.....	.....	5
Watervliet City.....	2	.....	.....	.....	.....	2
Yonkers City.....	2	1	16	.....	40	1	20	2	59	141
Total for cities.....	154	791	592	459	1,429	754	158	67	392	4,796
<i>TOWNS AND VILLAGES IN —</i>										
Albany county.....	3	.....	.....	.....	.....	.....	.....	1	5
Clinton county.....	1	.....	4	.....	2	.....	.....	.....	.....	7
Dutchess county.....	1	1	.....	.....	14	16
Erie county.....	1
Franklin county.....	1	.....	.....	.....	.....	.....	.....	.....	6
Montgomery county.....	6	.....	.....	.....	.....	.....	.....	.....	1
Montgomery county.....	1	.....	.....	.....	.....	.....	.....	.....	2
Oneida county.....	1	.....	1	.....	.....	.....	.....	.....	.....	4
Onondaga county.....	4	.....	.....	.....	.....	1
Rockland county.....	1	.....	.....	.....	.....	2
Schenectady county.....	3	.....	3	3	.....	.....	.....	4
Steuben county.....	1	.....	.....	.....	.....	1
Suffolk county.....	10	10
<i>VILLAGES</i>										
Dobbs Ferry.....	2
Elmira Heights.....	2	.....	.....	.....	.....	4
Falconer.....	4	.....	.....	.....	3	.....	.....	.....	3
Lyons.....	1	.....	.....	.....	4
Manlius.....	4	.....	.....	.....	1
Mineola.....	2	2
Owego.....	2	2
Pleasantville.....	1	1
Port Chester.....	1	1
Potdam.....	1	1

South Nyack.....																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																											</
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TABLE 2b — CLASSIFICATION OF CHARGES IN CASES OF GIRLS PLACED ON PROBATION

COURTS	Assault	Burglary or robbery	Disorderly or ungovernable child	Improper guardianship	Larceny or kindred offenses	Malicious mischief, breach of peace or disorderly conduct	Truancy	Violation of local ordinances	Other and unstated charges	Total
CITIES										
Albany Police.....	3	.....	.....	1	1	.....	.....	4
Beacon City.....	2	.....	.....	.....	.....	.....	1
Binghamton City.....	2	.....	.....	.....	.....	.....	.....	2
Buffalo Children's.....	1	.....	1	1	7	.....	2	1	.....	14
Cohoes Recorder.....	1
Cortland City.....	1
Ithaca City.....	3	.....	.....	.....	.....	.....	.....	3
Lackawanna City.....	3	.....	.....	.....	1	.....	.....	3
Mount Vernon City.....	2	.....	.....	.....	.....	.....	.....	6
New York City Children's, New York county.....	120	51	.....	1	.....	.....	.....	4
New York City Children's, Kings county.....	2	2	53	39	9	5	.....	.....	.....	189
New York City Children's, Queens county.....	4	36	1	1	2	1	13	122
New York City Children's, Richmond county.....	1	75	1	.....	.....	.....	.....	48
New York City Children's, Bronx county.....	20	10	3	2	.....	.....	.....	80
Niagara Falls Police.....	1	.....	.....	.....	.....	.....	1
Poughkeepsie City.....	4	.....	.....	1
Rome City.....	2	.....	.....	.....	4
Schenectady Police.....	4	.....	2	1	.....	.....	.....	2
Syracuse Special Sessions.....	4	8	1	.....	.....	.....	.....	7
Utica City.....	5	.....	.....	13
Watertown City.....	1	.....	.....	.....	5
Yonkers City.....	1	.....	.....	.....	.....	.....	.....	2
Total for cities.....	3	4	228	224	33	16	15	2	27	552
TOWNS AND VILLAGES IN —										
Franklin county.....	1	.....	.....	1	.....	.....	.....	1
Lewis county.....	1
VILLAGES										
Falconer.....	1
Manlius.....	1	.....	.....	.....	.....	.....	.....	1
Minerva.....	1	.....	.....	.....	.....	.....	.....	1
Pleasantville.....	1	.....	1	.....	.....	.....	1
Potdam.....	2	.....	.....	.....	.....	.....	.....	2

[illegible]

TABLE 2c — CLASSIFICATION OF OFFENSES OF MEN PLACED ON PROBATION

COURTS	Assault, third degree	Disor- derly conduct	Non- support	Petit larceny	Public intox- ication	Ve- grancy	Violation of local ordi- nances	Other misde- meanors and un- stated lesser offenses	Assault	Bur- glary	Forgery	Grand larceny	Other adun- stated felonies	Total
CITIES														
Albany Police	1	1	15	7	6	...	2	1	...	...	...	...	...	15
Amsterdam Recorder's	5	5	27	5	2	...	1	...	...	...	...	...	...	40
Auburn Recorder's	8	8	14	8	13	...	...	...	...	...	...	...	...	55
Binghamton City	...	...	...	...	2	...	...	...	...	...	...	...	...	24
Buffalo Children's	2	...	...	1	...	...	...	15	...	...	...	...	...	24
Buffalo City	289	2	388	344	402	52	138	329	...	...	...	...	...	2,070
Canandaigua Police	...	...	...	1	...	...	...	...	...	...	...	...	...	1
Corning City	4	4	3	8	3	...	...	1	...	...	...	...	...	22
Cortland City	2	2	8	8	19	...	1	1	...	...	...	...	...	39
Elmira Recorder's	...	...	6	15	6	...	2	1	...	...	...	...	...	30
Gloversville Recorder's	2	...	3	5	9	...	1	...	...	...	...	...	...	20
Hornell Recorder's	4	7	...	3	...	...	1	...	...	...	...	...	...	17
Ithaca City	...	...	2	...	2	...	2	8	...	...	...	...	...	4
Jamestown Police	2	1	8	8	27	...	...	...	...	...	...	...	...	56
Johnstown Recorder's	...	...	...	1	...	...	...	...	...	...	...	...	...	1
Kingston Recorder's	4	4	3	73	...	...	4	30	...	...	...	...	...	8
Lackawanna City	16	34	23	73	9	...	...	...	...	...	...	...	...	189
Lockport Police	...	...	7	3	...	...	...	...	...	...	...	...	...	10
Middletown Recorder's	3	1	7	8	14	2	4	2	...	...	...	...	...	4
Mount Vernon City	14	9	16	3	5	...	...	...	...	...	...	...	...	60
Newburgh Recorder's	6	4	16	3	...	...	...	1	...	...	...	...	...	34
New Rochelle City	1	...	...	4	...	...	...	...	...	...	...	...	...	6
New York City Board of Magistrates, 1st Division	...	519	967	...	5	9	11	1	...	...	...	...	...	1,501
New York City Board of Magistrates, 2nd Division	8	993	1,287	...	259	87	11	1	...	...	...	...	...	2,654
New York City Special Sessions, Manhattan	5	...	...	404	1	...	15	124	...	...	...	...	...	549
New York City Special Sessions, Brooklyn	91	4	...	224	...	...	13	75	...	...	...	...	...	407
New York City Special Sessions, Queens	20	...	...	31	...	...	...	10	...	...	...	...	...	61
New York City Special Sessions, Richmond	...	...	...	7	...	...	1	3	...	...	...	...	...	19
New York City Special Sessions, Bronx	4	...	...	25	...	...	...	25	...	...	...	...	...	64
Niagara Falls Police	...	4	15	3	5	...	...	...	...	...	...	...	...	27
North Tonawanda City	...	...	...	2	...	...	...	...	...	...	...	...	...	22
Norwich Police	3	8	...	3	10	...	1	3	...	...	...	...	...	25
Ogdensburg Recorder's	4	...	...	6	9	...	...	1	...	...	...	...	...	16
Oswego Recorder's	...	1	1	1	...	...	...	...	...	...	...	...	...	3

Plattsburgh City	7	2	6	1,403	1,029	175	246	683	3	2	3	34
Poughkeeps City	5	1	1	1	21	10	2	7	2	2	2	32
Rochester Police	27	25	36	64	52	1	2	1	7	2	2	221
Rome City	8	2	2	1	21	1	2	1	2	2	2	6
Saratoga Springs City	2	2	3	1	1	1	2	1	2	2	2	36
Sciencetad Police	15	34	43	43	47	2	25	14	14	25	14	223
Syracuse Special Sessions	15	34	43	43	47	2	25	14	14	25	14	223
Troy City	11	3	28	31	42	3	7	12	12	7	12	10
Utica City	1	1	10	1	2	2	1	1	1	1	1	16
Watertown City	13	7	20	10	13	8	7	4	4	7	4	83
Watervliet City	13	7	20	10	13	8	7	4	4	7	4	83
Yonkers City	13	7	20	10	13	8	7	4	4	7	4	83
Total for cities	449	1,961	2,948	1,403	1,029	175	246	683	3	2	3	8,894
TOWNS AND VILLAGES IN —												
Albany county	1	1	1	1	2	1	1	1	1	1	1	1
Cayuga county	2	1	1	1	1	1	1	1	1	1	1	2
Clinton county	1	1	1	1	1	1	1	1	1	1	1	6
Cortland county	1	7	13	1	10	1	4	1	1	1	1	51
Dutchess county	11	8	14	4	20	1	8	8	8	8	8	65
Erie county	1	1	2	2	2	2	2	2	2	2	2	2
Fulton county	1	1	4	2	2	2	2	2	2	2	2	7
Lewis county	1	1	1	1	1	1	1	1	1	1	1	2
Niagara county	1	1	8	1	5	1	1	9	9	1	9	28
Oneida county	3	1	6	13	1	3	3	3	3	3	3	28
Ontario county	1	1	1	1	1	1	1	1	1	1	1	24
Oranaga county	4	3	6	3	1	1	1	1	1	1	1	8
Orange county	1	1	1	1	1	1	1	1	1	1	1	4
St. Lawrence county	2	1	1	1	1	1	1	1	1	1	1	4
Steuben county	2	1	1	1	1	1	1	1	1	1	1	4
Suffolk county	2	1	1	1	1	1	1	1	1	1	1	4
VILLAGES												
Attica	1	1	1	1	1	1	1	1	1	1	1	6
Dobbs Ferry	1	1	1	1	1	1	1	1	1	1	1	1
Elmurs Heights	1	1	1	1	1	1	1	1	1	1	1	1
Goshen	1	1	1	1	1	1	1	1	1	1	1	1
Hamburg	1	1	1	1	1	1	1	1	1	1	1	1
Hoosick Falls	1	1	1	1	1	1	1	1	1	1	1	1
Manlius	1	1	1	1	1	1	1	1	1	1	1	1
Mineola	1	1	1	1	1	1	1	1	1	1	1	1
Perry	1	1	1	1	1	1	1	1	1	1	1	1
Pleasantville	1	1	1	1	1	1	1	1	1	1	1	1
Port Chester	1	1	1	1	1	1	1	1	1	1	1	1
Rye	1	1	1	1	1	1	1	1	1	1	1	1
St. Johnsville	1	1	1	1	1	1	1	1	1	1	1	52

TABLE 2c — CLASSIFICATION OF OFFENSES OF MEN PLACED ON PROBATION — (Concluded)

COURTS	Assault, third degree	Disor- derly conduct	Non- support	Petit larceny	Public intoxi- cation	Va- grancy	Violation of local ordi- nances	Other misdemeanors and un- stated lesser offenses	Assault	Bur- gary	Forgery	Grand larceny	Other and un- stated felonies	Total
VILLAGES — (Concluded)														
South Nyack	2	1	1	1	1	1	1	1	1	1	1	1	1	1
Suffern	1	1	1	1	1	1	1	1	1	1	1	1	1	1
Walton	1	1	1	1	1	1	1	1	1	1	1	1	1	1
TOWNS														
Allegany county, town of Cuba	1	1	1	1	1	1	1	1	1	1	1	1	1	1
Cattaraugus county, town of Dayton	2	1	1	1	1	1	1	1	1	1	1	1	1	1
Cattaraugus county, town of Persia	1	1	1	1	1	1	1	1	1	1	1	1	1	1
Chenango county, town of New Berlin	1	1	1	1	1	1	1	1	1	1	1	1	1	1
De aware county, town of Sidney	1	1	1	1	1	1	1	1	1	1	1	1	1	1
Essex county, town of Moriah	1	1	1	1	1	1	1	1	1	1	1	1	1	1
Nassau county, town of Oyster Bay	1	1	1	1	1	1	1	1	1	1	1	1	1	1
Niagara county, town of Lewiston	1	1	1	1	1	1	1	1	1	1	1	1	1	1
Niagara county, town of Niagara	1	1	1	1	1	1	1	1	1	1	1	1	1	1
Rensselaer county, town of Berlin	1	1	1	1	1	1	1	1	1	1	1	1	1	1
Saratoga county, town of Corinth	1	1	1	1	1	1	1	1	1	1	1	1	1	1
Saratoga county, town of Milton	1	1	1	1	1	1	1	1	1	1	1	1	1	1
Saratoga county, town of Moreau	1	1	1	1	1	1	1	1	1	1	1	1	1	1
Total for towns and villages.	33	32	69	49	104	3	48	25						363
SUPREME AND COUNTY COURTS														
Albany Supreme and County	1	1	1	1	1	1	1	1	1	1	1	1	1	1
Bronx County	1	1	1	1	1	1	1	1	1	1	1	1	1	1
Broome Supreme and County	1	1	1	1	1	1	1	1	1	1	1	1	1	1
Cayuga Supreme and County	1	1	1	1	1	1	1	1	1	1	1	1	1	1
Chautauqua Supreme and County	1	1	1	1	1	1	1	1	1	1	1	1	1	1
Chenango Supreme and County	1	1	1	1	1	1	1	1	1	1	1	1	1	1
Clinton Supreme and County	1	1	1	1	1	1	1	1	1	1	1	1	1	1
Columbia County	1	1	1	1	1	1	1	1	1	1	1	1	1	1
Cortland Supreme and County	1	1	1	1	1	1	1	1	1	1	1	1	1	1
Delaware Supreme and County	1	1	1	1	1	1	1	1	1	1	1	1	1	1
Dutchess Supreme and County	7	1	1	1	1	1	1	1	1	1	1	1	1	1
Eric Supreme and County	27	1	1	1	1	1	1	1	1	1	1	1	1	1
Total for Supreme and County Courts.	46	46	46	46	46	46	46	46	46	46	46	46	46	46

[illegible]

TABLE 2d — CLASSIFICATION OF OFFENSES OF WOMEN PLACED ON PROBATION

COURTS	Assault, third degree	Disor- derly conduct	Non- support	Petit larceny	Prosti- tution, solicit- ing or kindred offenses	Public inxi- stion	Va- grancy	Violation of local ordi- nances	Other inde- mean- ors and un- stated lesser offenses	Assault	Burglary	Forgery	Grand larceny	Other and un- stated felonies	Total
CITIES															
Albany Police	3	3	1	3	1	8	2	1	1	1	1	1	1	1	13
Amsterdam Recorder's	1	3	1	1	1	2	1	1	1	1	1	1	1	1	10
Auburn Recorder's	1	3	1	2	3	17	1	2	1	1	1	1	1	1	9
Binghamton City	1	1	1	1	1	1	1	1	1	1	1	1	1	1	22
Buffalo Children's	10	13	1	43	20	74	53	7	23	1	1	1	1	1	36
Buffalo City	1	1	2	1	1	1	1	1	1	1	1	1	1	1	24
Corning City	1	1	1	1	1	1	1	1	1	1	1	1	1	1	2
Corland City	1	1	1	1	1	1	1	1	1	1	1	1	1	1	2
Elmira Recorder's	1	1	1	1	1	1	1	1	1	1	1	1	1	1	2
Fulton City	1	1	1	1	1	1	1	1	1	1	1	1	1	1	2
Gloversville Recorder's	1	1	1	1	1	1	1	1	1	1	1	1	1	1	2
Hornell Recorder's	1	1	1	1	1	1	1	1	1	1	1	1	1	1	2
Ithaca City	1	1	1	1	1	1	1	1	1	1	1	1	1	1	2
Jamestown Police	1	1	1	1	1	1	1	1	1	1	1	1	1	1	2
Kingston Recorder's	1	1	1	1	1	1	1	1	1	1	1	1	1	1	2
Lackawanna City	1	1	1	1	1	1	1	1	1	1	1	1	1	1	2
Mount Vernon City	1	1	1	1	1	1	1	1	1	1	1	1	1	1	2
Newburgh Recorder's	1	1	1	1	1	1	1	1	1	1	1	1	1	1	2
New York City Board of Magistrates, 1st Division	1	1	1	1	1	1	1	1	1	1	1	1	1	1	2
New York City Board of Magistrates, 2nd Division	1	1	1	1	1	1	1	1	1	1	1	1	1	1	2
New York City Special Sessions, Manhattan	1	1	1	1	1	1	1	1	1	1	1	1	1	1	2
New York City Special Sessions, Brooklyn	1	1	1	1	1	1	1	1	1	1	1	1	1	1	2
New York City Special Sessions, Queens	1	1	1	1	1	1	1	1	1	1	1	1	1	1	2
New York City Special Sessions, Richmond	1	1	1	1	1	1	1	1	1	1	1	1	1	1	2
New York City Special Sessions, Bronx	1	1	1	1	1	1	1	1	1	1	1	1	1	1	2
Niagara Falls Police	1	1	1	1	1	1	1	1	1	1	1	1	1	1	2
North Tonawanda City	1	1	1	1	1	1	1	1	1	1	1	1	1	1	2
Norwich Police	1	1	1	1	1	1	1	1	1	1	1	1	1	1	2
Plattsburgh City	1	1	1	1	1	1	1	1	1	1	1	1	1	1	2
Rochester Police	1	1	1	1	1	1	1	1	1	1	1	1	1	1	2
Saratoga Springs City	1	1	1	1	1	1	1	1	1	1	1	1	1	1	2
Schenectady Police	1	1	1	1	1	1	1	1	1	1	1	1	1	1	2
Syracuse Special Sessions	1	1	1	1	1	1	1	1	1	1	1	1	1	1	2

[illegible]

TABLE 3a — RESULTS OF PROBATION IN CASES OF BOYS PASSED FROM PROBATION

COURTS	Completed probationary period and discharged with improvement	Completed probationary period and discharged without improvement	Re-arrested and committed	Absented or lost from oversight	Unstated and other results	Total
CITIES						
Albany Police.....	21	3	1	.....	2	27
Amsterdam Recorder's.....	19	5	8	.....	.....	32
Auburn Recorder's.....	5	1	.....	.....	.....	7
Batavia Police.....	14	.....	4	.....	4	22
Binghamton City.....	7	.....	.....	1	.....	9
Buffalo Children's.....	134	15	27	3	8	187
Cohoes Recorder's.....	12	.....	1	1	.....	14
Corning City.....	.....	.....	1	.....	7	8
Elmira Recorder's.....	12	.....	2	.....	.....	14
Gloversville Recorder's.....	2	.....	.....	.....	.....	2
Hudson City.....	2	.....	.....	.....	.....	2
Ithaca City.....	10	2	.....	.....	5	17
Jamestown Police.....	23	2	1	1	4	31
Johnstown Recorder's.....	5	4	.....	.....	.....	9
Kingston Recorder's.....	49	.....	.....	1	4	54
Lackawanna City.....	28	14	.....	.....	.....	42
Mount Vernon City.....	41	7	3	.....	51	102
Newburgh Recorder's.....	7	.....	5	3	1	16
New Rochelle City.....	8	.....	.....	.....	.....	8
New York City Children's, New York county.....	1,304	14	282	7	.....	1,607
New York City Children's, Kings county.....	998	2	165	.....	.....	1,165
New York City Children's, Queens county.....	202	2	22	.....	.....	226
New York City Children's, Richmond county.....	145	1	5	.....	1	152
New York City Children's, Bronx county.....	247	1	66	.....	.....	314
Niagara Falls Police.....	2	.....	.....	.....	.....	2
North Tonawanda City.....	1	.....	.....	.....	.....	1
Oswego Recorder's.....	2	.....	.....	.....	.....	2
Plattsburgh City.....	9	.....	.....	.....	.....	9
Poughkeepsie City.....	24	3	4	.....	1	31
Rome City.....	8	3	2	.....	.....	13
Saratoga Springs City.....	6	1	2	.....	.....	9
Schenectady Police.....	71	2	9	.....	.....	94
Syracuse Special Sessions.....	91	1	20	4	8	112

Troy City.....	41	5	3	.....	10	59
Utica City.....	83	8	25	.....	1	116
Watertown City.....	3	.....	.....	.....	4	7
Watervliet City.....	4	.....	.....	.....	.....	4
Yonkers City.....	112	5	13	.....	.....	130
Total for cities.....	3,751	100	673	21	60	4,605
TOWNS AND VILLAGES IN —						
Albany county.....	8	.....	1	.....	.....	9
Clinton county.....	2	.....	.....	.....	.....	2
Dutchess county.....	2	.....	.....	.....	.....	2
Erie county.....	1	.....	.....	.....	.....	1
Montgomery county.....	.....	.....	1	.....	.....	1
Oneida county.....	14	.....	.....	.....	.....	14
Onondaga county.....	10	.....	.....	.....	.....	10
Rockland county.....	3	.....	.....	1	.....	4
Schenectady county.....	7	.....	2	.....	1	10
Steuben county.....	.....	.....	1	.....	.....	1
Suffolk county.....	3	.....	.....	.....	.....	3
VILLAGES						
Dobbs Ferry.....	.....	.....	.....	.....	2	2
Elmira Heights.....	4	.....	.....	.....	.....	4
Falconer.....	3	.....	.....	.....	.....	3
Gothen.....	1	.....	.....	.....	.....	1
Lyons.....	.....	.....	.....	.....	1	1
Mincola.....	.....	.....	.....	.....	5	5
Owego.....	.....	.....	.....	.....	.....	.....
Penn Yan.....	.....	.....	1	.....	.....	1
Pleasantville.....	2	.....	.....	.....	.....	2
Port Chester.....	.....	.....	1	.....	1	1
Potdam.....	6	.....	.....	.....	.....	6
Rye.....	4	.....	.....	.....	.....	4
Southampton.....	3	.....	.....	.....	.....	3
South Nyack.....	.....	.....	1	.....	.....	1
Spring Valley.....	.....	.....	.....	.....	2	2
Tuckahoe.....	.....	.....	.....	.....	1	1
Tuckahoe.....	3	.....	1	.....	.....	4
Walton.....	.....	.....	.....	.....	1	1
Waverly.....	2	.....	.....	1	.....	3
TOWNS						
Chautauque county, town of Ellicott.....	2	.....	.....	.....	.....	2
Chenango county, town of New Berlin.....	.....	.....	.....	.....	1	1
Dutchess county, town of Poughkeepsie.....	6	.....	.....	.....	.....	6
Herkimer county, town of Manheim.....	1	.....	.....	.....	.....	1

TABLE 3a — RESULTS OF PROBATION IN CASES OF BOYS PASSED FROM PROBATION — (Concluded)

COURTS	Completed probation-ary period and dis-charged with improve-ment	Completed probation-ary period and dis-charged without improve-ment	Re-arrested and com-mitted	Ab-sconded or lost from over-sight	Unstated and other results	Total
TOWNS — (Concluded)						
Jefferson county, town of Alexandria.....	1	.....	.....	.....	1	1
Jefferson county, town of Wilna.....	.....	.....	.....	.....	.....	1
Nassau county, town of Hempstead.....	.....	.....	2	.....	.....	2
Nassau county, town of North Hempstead.....	1	.....	.....	.....	.....	3
Saratoga county, town of Milton.....	.....	.....	1	.....	.....	1
Sullivan county, town of Thompson.....	.....	.....	.....	.....	.....	1
Westchester county, town of Mamaroneck.....	.....	.....	.....	.....	5	5
Total for towns and villages.....	90	.....	12	2	24	128
SUPREME AND COUNTY COURTS						
Essex County.....	1	.....	.....	.....	.....	1
Lewis County.....	1	.....	.....	.....	.....	1
Monroe County, Children's Part.....	131	1	23	.....	4	159
Ontario County, Children's Part.....	3	.....	5	.....	1	9
Suffolk County.....	2	.....	.....	.....	.....	2
Ulster Supreme.....	.....	.....	.....	1	.....	1
Total for Supreme and county courts.....	138	1	28	1	5	173
Grand total.....	3,979	101	713	24	89	4,906

TABLE 3b — RESULTS OF PROBATION IN CASES OF GIRLS PASSED FROM PROBATION

COURTS	Completed probation-ary period and dis- charged with improve- ment	Completed probation-ary period and dis- charged without improve- ment	Re- arrested and com- mitted	Ab- sconded or lost from over- sight	Unstated and other results	Total
CITIES						
Albany Police.....	1	.....	.....	.....	.....	1
Auburn Recorder's.....	1	.....	.....	.....	.....	1
Batavia Police.....	2	.....	.....	.....	.....	2
Beacon City.....	.....	.....	.....	.....	.....	.....
Binghamton City.....	1	.....	1	.....	.....	2
Buffalo Children's.....	10	3	6	.....	.....	19
Coboes Recorder's.....	1	.....	1	.....	.....	2
Gloversville Recorder's.....	1	.....	.....	.....	.....	1
Ithaca City.....	11	.....	.....	.....	.....	11
Jamestown Police.....	.....	1	.....	1	.....	2
Lackawanna City.....	2	.....	.....	.....	.....	2
Mount Vernon City.....	3	.....	1	.....	.....	4
Newburgh Recorder's.....	2	.....	.....	.....	.....	2
New York City Children's, New York county.....	123	1	32	.....	.....	156
New York City Children's, Kings county.....	100	.....	13	.....	.....	113
New York City Children's, Queens county.....	41	1	8	.....	.....	50
New York City Children's, Richmond county.....	40	1	4	.....	.....	45
New York City Children's, Bronx county.....	29	.....	3	.....	.....	32
Niagara Falls Police.....	1	.....	.....	.....	.....	1
Plattsburg City.....	6	.....	.....	.....	.....	6
Poughkeepsie City.....	4	.....	.....	.....	.....	4
Rome City.....	3	.....	.....	.....	.....	3
Schenectady Police.....	.....	.....	1	.....	.....	1
Syracuse Special Sessions.....	18	.....	3	.....	.....	21
Utica City.....	1	.....	.....	.....	.....	1
Watertown City.....	3	.....	1	.....	.....	4
Yonkers City.....	.....	.....	1	.....	.....	1
Total for cities.....	427	7	75	1	4	514

TABLE 3b — RESULTS OF PROBATION IN CASES OF GIRLS PASSED FORM PROBATION — (Concluded)

COURTS	Completed probation-ary period and dis-charged with improve-ment	Completed probation-ary period and dis-charged without improve-ment	Re-arrested and com-mitted	Ab-sconded or lost from over-sight	Unstated and other results	Total
TOWNS AND VILLAGES IN —						
Cayuga county.....	1	.....	.....	.....	.....	1
Clinton county.....	2	.....	.....	.....	.....	2
Cortland county.....	.....	.....	1	.....	.....	1
Franklin county.....	.....	.....	1	.....	.....	1
VILLAGES						
Mineola.....	.....	.....	.....	.....	1	1
Pleasantville.....	.....	.....	.....	.....	1	1
Port Chester.....	1	.....	.....	.....	.....	1
Potdam.....	.....	.....	1	.....	.....	1
TOWNS						
Chenango county, town of New Berlin.....	2	.....	.....	.....	1	3
Nassau county, town of North Hempstead.....	.....	.....	.....	.....	1	1
Saratoga county, town of Corinth.....	.....	.....	1	.....	.....	1
Total for towns and villages.....	6	.....	4	.....	4	14
COUNTY COUNTS						
Monroe County, Children's Part.....	32	.....	10	.....	1	43
Ontario County, Children's Part.....	1	.....	.....	.....	.....	1
Total for county courts.....	33	.....	10	.....	1	44
Grand total.....	466	7	89	1	9	572

TABLE 3c — RESULTS OF PROBATION IN CASES OF MEN PASSED FROM PROBATION

COURTS	Completed probation-ary period and dis- charged with improve- ment	Completed probation-ary period and dis- charged without improve- ment	Rearrested and committed	Absconded or lost from oversight	Unstated and other results	Total
CITIES						
Albany Police.....	13	3	.....	2	1	19
Amsterdam Recorder's.....	30	8	.....	.....	.....	39
Auburn Recorder's.....	23	17	.....	1	2	43
Binghamton City.....	11	.....	.....	1	.....	16
Buffalo Children's.....	22	.....	.....	1	.....	24
Buffalo City.....	1,583	124	257	127	72	2,163
Cohoes Recorder's.....	1	.....	.....	.....	.....	1
Corning City.....	.....	.....	.....	.....	22	22
Cortland City.....	19	7	.....	.....	.....	26
Elmira Recorder's.....	15	.....	.....	.....	.....	16
Gloversville Recorder's.....	9	.....	.....	.....	.....	11
Hornell Recorder's.....	.....	.....	.....	1	.....	1
Ithaca City.....	3	.....	.....	.....	.....	3
Jamestown Police.....	38	4	.....	3	4	57
Johnstown Recorder's.....	1	.....	.....	.....	.....	1
Kingston Recorder's.....	4	.....	.....	.....	.....	4
Lackawanna City.....	86	37	.....	31	1	166
Lockport Police.....	.....	.....	.....	.....	.....	2
Mount Vernon City.....	41	11	.....	.....	.....	60
Newburgh Recorder's.....	1	1	.....	3	.....	6
New Rochelle City.....	.....	.....	.....	.....	.....	3
New York City Board of Magistrates, 1st Division.....	810	170	284	159	9	1,432
New York City Board of Magistrates, 2nd Division.....	2,195	199	119	83	60	2,656
New York City Special Sessions, Manhattan.....	486	.....	59	6	.....	551
New York City Special Sessions, Brooklyn.....	359	.....	54	.....	.....	413
New York City Special Sessions, Queens.....	68	.....	1	.....	.....	69
New York City Special Sessions, Richmond.....	25	.....	.....	.....	.....	27
New York City Special Sessions, Bronx.....	67	.....	.....	.....	.....	76
Niagara Falls Police.....	3	.....	9	.....	.....	10
North Tonawanda City.....	7	.....	1	1	.....	9

TABLE 3c — RESULTS OF PROBATION IN CASES OF MEN PASSED FROM PROBATION — (Continued)

COURTS	Completed probationary period and discharged with improvement	Completed probationary period and discharged without improvement	Rearrested and committed	Absconded or lost from oversight	Unstated and other results	Total
CITIES — (Concluded)						
Norwich Police.....	22	3	2	.....	.....	27
Ogdensburg Recorder's.....	10	1	.....	.....	.....	11
Pawego Recorder's.....	1	.....	.....	.....	.....	1
Plattsburg City.....	23	2	.....	.....	.....	25
Poughkeepsie City.....	18	4	3	2	3	30
Rochester Police.....	158	14	34	25	4	235
Rome City.....	4	.....	.....	1	.....	5
Saratoga Springs City.....	35	8	9	.....	.....	52
Schenectady Police.....	11	1	3	.....	.....	15
Syracuse Special Sessions.....	226	23	10	4	1	270
Troy City.....	40	1	1	.....	.....	42
Utica City.....	84	24	9	.....	3	120
Watertown City.....	7	2	.....	1	3	13
Watervliet City.....	1	.....	.....	.....	.....	1
Yonkers City.....	57	10	11	2	.....	80
Total for cities.....	6,590	677	924	456	186	8,833
TOWNS AND VILLAGES IN —						
Albany county.....	2	.....	.....	.....	.....	2
Chayuga county.....	2	.....	.....	.....	.....	2
Clinton county.....	4	.....	.....	.....	.....	4
Cortland county.....	14	5	.....	.....	.....	19
Dutchess county.....	29	3	1	1	.....	34
Erie county.....	3	.....	.....	1	.....	4
Fulton county.....	3	.....	.....	.....	.....	3
Lewis county.....	6	.....	2	.....	.....	8
Niagara county.....	1	.....	1	.....	1	3
Oneida county.....	33	4	6	3	.....	46
Orondaga county.....	9	.....	2	1	.....	13
Orange county.....	1	.....	.....	.....	.....	1

VILLAGES		2	1	1	1	2	2	2
St. Lawrence county	Attica	2	1	1	1	1	1	1
Stauben county	Dobbs Ferry	1	1	1	1	1	1	1
Suffolk county	Elmira Heights	2	1	1	1	1	1	1
	Goshen	1	1	1	1	1	1	1
	Hamburg	1	1	1	1	1	1	1
	Hoosick Falls	1	1	1	1	1	1	1
	Minerva	1	1	1	1	1	1	1
	Perry	1	1	1	1	1	1	1
	Pleasantville	11	1	1	1	1	1	1
	Port Chester	47	4	1	1	1	1	1
	Rye	4	1	1	1	1	1	1
	St. Johnsville	1	1	1	1	1	1	1
	South Nyack	1	1	1	1	1	1	1
	Walton	1	1	1	1	1	1	1
	Waverly	1	1	1	1	1	1	1
TOWNS		4	1	1	1	1	1	1
	Allegany county, town of Cuba	4	1	1	1	1	1	1
	Cattaraugus county, town of Dayton	1	1	1	1	1	1	1
	Cattaraugus county, town of Persia	1	1	1	1	1	1	1
	Chemung county, town of New Berlin	1	1	1	1	1	1	1
	Delaware county, town of Sidney	1	1	1	1	1	1	1
	Dutchess county, town of Poughkeepsie	2	1	1	1	1	1	1
	Essex county, town of Moravia	1	1	1	1	1	1	1
	Jefferson county, town of Alexandria	1	1	1	1	1	1	1
	Niagara county, town of Niagara	4	1	1	1	1	1	1
	Saratoga county, town of Corinth	1	1	1	1	1	1	1
	Saratoga county, town of Milton	8	1	1	1	1	1	1
Total for towns and villages		196	18	25	13	52	304	
SUPREME AND COUNTY COURTS		25	7	6	7	1	46	
	Albany Supreme and County	13	1	1	1	1	85	
	Bronx County	7	1	1	1	1	21	
	Broome Supreme and County	5	1	1	1	1	7	
	Cayuga Supreme and County	5	1	1	1	1	9	
	Chautauqua Supreme and County	4	1	1	1	1	6	
	Chemung Supreme and County	4	1	1	1	1	6	
	Clinton Supreme and County	3	1	1	1	1	3	

TABLE 3c — RESULTS OF PROBATION IN CASES OF MEN PASSED FROM PROBATION — (Concluded)

COURTS	Completed probationary period and discharged with improvement	Completed probationary period and discharged without improvement	Rearrested and committed	Absconded or lost from oversight	Unstated and other results	Total
SUPREME AND COUNTY COURTS — (Concluded)						
Columbia County	.....	.....	.....	.....	1	1
Cortland Supreme and County	.....	.....	.....	.....	3	3
Delaware Supreme and County	2	.....	1	2	.....	6
Dutchess Supreme and County	16	.....	.....	.....	1	17
Erle Supreme and County	212	3	36	16	3	270
Essex County	8	.....	2	.....	.....	10
Franklin Supreme and County	2	1	3	.....	.....	6
Fulton Supreme and County	4	.....	2	.....	.....	6
Genesee Supreme and County	.....	.....	.....	.....	3	3
Jefferson Supreme and County	5	.....	5	1	1	12
Lewis County	2	.....	.....	.....	.....	3
Madison County	1	.....	6	.....	.....	7
Monroe County	28	1	.....	.....	2	31
Montgomery Supreme and County	5	.....	1	.....	.....	6
Nassau County	.....	.....	.....	.....	.....	.....
New York Supreme and General Sessions	523	4	92	34	15	668
Niagara Supreme and County	2	.....	.....	.....	.....	2
Oneida Supreme and County	22	1	5	3	1	32
Onondaga Supreme and County	43	2	13	8	2	66
Ontario Supreme and County	.....	.....	3	.....	.....	3
Orange Supreme and County	.....	.....	.....	1	.....	1
Oswego Supreme and County	30	.....	2	.....	.....	32
Otsego Supreme and County	2	.....	.....	.....	.....	2
Queens County	46	5	3	12	.....	66
Rensselaer Supreme and County	4	.....	.....	.....	.....	4
Richmond Supreme and County	2	.....	1	.....	1	4
Rockland Supreme and County	1	.....	.....	.....	.....	1
St. Lawrence Supreme and County	3	.....	.....	.....	.....	3
Saratoga Supreme and County	9	.....	.....	2	.....	11
Schenectady Supreme and County	1	.....	.....	.....	.....	1
Suffolk Supreme and County	4	.....	1	.....	2	7

[illegible]

TABLE 3d — RESULTS OF PROBATION IN CASES OF WOMEN PASSED FROM PROBATION

COURTS	Completed probationary period and discharged with improvement	Completed probationary period and discharged without improvement	Rearrested and committed	Absconded or lost from oversight	Unstated and other results	Total
CITIES						
Albany Police.....	5	3	5	.....	1	11
Amsterdam Recorder's.....	7	1	.....	.....	.....	10
Binghamton City.....	16	.....	7	5	1	35
Buffalo Children's.....	35	.....	.....	.....	.....	35
Buffalo City.....	129	16	25	9	3	182
Cornell City.....	.....	.....	.....	.....	2	2
Cortland City.....	1	.....	.....	.....	.....	1
Elmira Recorder's.....	2	.....	.....	.....	.....	2
Fulton City.....	.....	.....	.....	1	.....	1
Gloversville Recorder's.....	.....	.....	.....	.....	3	3
Ithaca City.....	5	.....	.....	.....	.....	5
Jamestown Police.....	4	1	.....	.....	.....	5
Kingston Recorder's.....	.....	8	.....	.....	.....	8
Lackawanna City.....	22	.....	3	.....	.....	25
Mount Vernon City.....	325	11	33	38	1	407
New York City Board of Magistrates, 1st Division.....	355	19	55	45	4	478
New York City Board of Magistrates, 2nd Division.....	91	.....	6	5	.....	102
New York City Special Sessions, Manhattan.....	55	.....	.....	.....	.....	55
New York City Special Sessions, Brooklyn.....	3	.....	2	.....	.....	5
New York City Special Sessions, Queens.....	4	.....	.....	.....	.....	4
New York City Special Sessions, Richmond.....	5	2	.....	.....	.....	7
New York City Special Sessions, Bronx.....	2	.....	.....	.....	.....	2
North Tonawanda City.....	2	.....	.....	.....	.....	2
Norwich Police.....	5	.....	.....	.....	.....	5
Plattsburg City.....	.....	.....	.....	.....	1	1
Poughkeepsie City.....	32	1	14	.....	.....	53
Rochester Police.....	1	1	.....	4	1	7
Rome City.....	.....	.....	.....	.....	.....	.....
Saratoga Springs City.....	1	.....	.....	.....	.....	1
Schenectady Police.....	1	.....	.....	.....	.....	1
Syracuse Special Sessions.....	23	1	3	.....	.....	27
Utica City.....	10	.....	.....	.....	.....	10

Watertown City.....	2	.....	2	.....	2	2
Yonkers City.....	4	.....	4	.....	4	4
Total for cities.....	1,131	63	103	107	19	1,483
TOWNS AND VILLAGES IN —						
Clinton county.....	1	.....	.....	.....	.....	1
Cortland county.....	2	.....	.....	.....	.....	2
Dutchess county.....	2	.....	.....	.....	.....	2
Oneida county.....	1	1	.....	.....	.....	2
VILLAGES						
Hoosick Falls.....	.....	.....	.....	.....	1	1
Port Chester.....	2	.....	1	.....	.....	3
South Nyack.....	.....	.....	1	.....	.....	1
Waverly.....	.....	.....	.....	.....	1	1
TOWN						
Saratoga county, town of Corinth.....	.....	.....	.....	1	1	2
Total for towns and villages.....	8	1	2	1	3	15
SUPREME AND COUNTY COURTS						
Albany County.....	.....	.....	.....	.....	.....	.....
Bronx County.....	4	.....	.....	1	.....	1
Broome Supreme and County.....	2	.....	.....	.....	.....	4
Cayuga Supreme and County.....	.....	1	.....	.....	.....	1
Erie Supreme and County.....	8	.....	1	.....	.....	9
Franklin Supreme and County.....	1	.....	.....	.....	.....	1
Fulton Supreme and County.....	1	.....	.....	.....	.....	1
Jefferson Supreme and County.....	.....	.....	.....	2	.....	2
Kings County.....	.....	.....	1	.....	.....	1
New York Supreme and General Sessions.....	27	.....	5	.....	.....	36
Oneida Supreme and County.....	1	.....	.....	.....	.....	1
Queens County.....	1	.....	.....	.....	.....	1
St. Lawrence Supreme and County.....	.....	.....	.....	1	.....	1
Saratoga Supreme and County.....	1	.....	.....	.....	.....	1
Suffolk Supreme and County.....	2	.....	.....	.....	.....	2
Westchester Supreme and County.....	1	.....	.....	.....	.....	1
Total for Supreme and county courts.....	50	1	7	9	2	69
Grand total.....	1,189	65	172	117	24	1,567

TABLE 4—NUMBER OF PERSONS REMAINING ON PROBATION ON
SEPTEMBER 30, 1915

COURTS	Boys	Girls	Men	Women	Total
CITIES					
Albany Police	36	4	9	7	56
Amsterdam Recorder's	14		21	4	39
Auburn Recorder's	12		58	9	79
Batavia Police	23				23
Binghamton City	6		17	11	34
Buffalo Children's	130	6	14	7	157
Buffalo City			1,320	135	1,455
Canandaigua Police			1		1
Cohoes Recorder's	2				2
Cortland City	2	1	33	3	39
Elmira Recorder's	10		20		30
Gloversville Recorder's			16		16
Hornell Recorder's	8		14	3	25
Hudson City	11				11
Ithaca City	9	3	1	3	16
Jamestown Police	8		17		25
Johnstown Recorder's			1		1
Kingston Recorder's	17		1		18
Lackawanna City	8	5	92	15	120
Lockport Police			8		8
Middletown Recorder's			3		3
Mount Vernon City	51	2	76	4	133
Newburgh Recorder's	21		29	1	51
New Rochelle City	9		3		12
New York City Board of Magistrates, 1st Division			1,041	234	1,275
New York City Board of Magistrates, 2nd Division			1,883	200	2,083
New York City Special Sessions, Manhattan			229	44	273
New York City Special Sessions, Brooklyn			196	10	206
New York City Special Sessions, Queens			23		23
New York City Special Sessions, Richmond			13		13
New York City Special Sessions, Bronx			31	4	35
New York City Children's, New York county	889	127			1,016
New York City Children's, Kings county	417	61			478
New York City Children's, Queens county	117	35			152
New York City Children's, Richmond county	115	58			173
New York City Children's, Bronx county	219	19			238
Niagara Falls Police	2		21	1	24
North Tonawanda City	1		13	6	20
Norwich Police	2		10		12
Ogdensburg Recorder's	2		5		7
Oswego Recorder's	1		2		3
Plattsburg City	2		20	1	23
Poughkeepsie City	19		11		30
Rensselaer City			1		1
Rochester Police			122	70	192
Rome City	10	1	7		18
Saratoga Springs City	2		28	1	31
Schenectady Police	45	3	18	4	70
Syracuse Special Sessions	71	19	155	16	261
Troy City	38		6		44
Utica City	28	4	71	6	109
Watertown City	7	1	12	3	23
Watervliet City	3		1		4
Yonkers City	55	6	25		86
Total for cities	2,422	355	5,698	802	9,277
TOWNS AND VILLAGES IN—					
Cayuga county			5		5
Clinton county	7		4		11
Cortland county			43	4	47
Dutchess county	14		39	2	55
Erie county			3		3
Franklin county	6	1			7
Fulton county			1		1
Lewis county	1	2	2		5
Niagara county			1		1
Oneida county	1		24	1	26
Onondaga county	4	1	13		18
Orange county			7		7
St. Lawrence county			1		1
Schenectady county	5				5
Steuben county			3		3
Suffolk county	12	1	1		14

TABLE 4 — NUMBER OF PERSONS REMAINING ON PROBATION ON
SEPTEMBER 30, 1915 — (Concluded)

COURTS	Boys	Girls	Men	Women	Total
VILLAGES					
Attica.....	.....	.....	4	.....	4
Elmira Heights.....	4	.....	.....	.....	4
Falconer.....	.....	1	.....	.....	1
Lyons.....	1	.....	.....	.....	1
Malone.....	2	.....	.....	.....	2
Manlius.....	4	.....	.....	.....	4
Owego.....	1	.....	.....	.....	1
Potsdam.....	.....	1	.....	.....	1
Rye.....	.....	.....	2	.....	2
St. Johnsville.....	.....	.....	20	.....	20
Suffern.....	.....	.....	2	.....	2
TOWNS					
Delaware county, town of Sidney.....	.....	.....	4	.....	4
Herkimer county, town of Manheim.....	2	.....	.....	.....	2
Jefferson county, town of Wilna.....	1	.....	.....	.....	1
Nassau county, town of Hempstead.....	3	3	.....	.....	6
Nassau county, town of Oyster Bay.....	.....	.....	2	.....	2
Niagara county, town of Lewiston.....	1	.....	1	.....	2
Rensselaer county, town of Berlin.....	.....	.....	1	.....	1
Saratoga county, town of Corinth.....	.....	.....	1	.....	1
Saratoga county, town of Milton.....	1	.....	7	1	9
Saratoga county, town of Moreau.....	.....	.....	1	.....	1
Total for towns and villages.....	70	10	192	8	280
SUPREME AND COUNTY COURTS					
Albany Supreme and County.....	.....	.....	51	.....	51
Bronx County.....	.....	.....	115	7	122
Broome Supreme and County.....	.....	.....	6	.....	6
Cayuga Supreme and County.....	.....	.....	9	.....	9
Chautauqua Supreme and County.....	.....	.....	5	.....	5
Chenango Supreme and County.....	.....	.....	4	.....	4
Clinton Supreme and County.....	.....	.....	9	.....	9
Columbia County.....	.....	.....	5	.....	5
Cortland Supreme and County.....	.....	.....	2	.....	2
Delaware Supreme and County.....	.....	.....	6	1	7
Dutchess Supreme and County.....	.....	.....	16	.....	16
Erie Supreme and County.....	6	.....	264	2	272
Essex County.....	.....	.....	18	2	20
Franklin Supreme and County.....	.....	.....	24	.....	24
Fulton Supreme and County.....	1	.....	8	.....	9
Genesee County.....	.....	.....	1	.....	1
Jefferson Supreme and County.....	.....	.....	36	1	37
Kings County.....	.....	.....	.....	1	1
Lewis County.....	.....	.....	5	.....	5
Madison County.....	.....	.....	5	.....	5
Monroe County.....	.....	.....	44	1	45
Monroe County, Children's Part.....	67	22	.....	.....	89
Montgomery Supreme and County.....	.....	.....	13	.....	13
Nassau County.....	.....	.....	3	1	4
New York Supreme and General Sessions.....	.....	.....	988	78	1,066
Niagara Supreme and County.....	.....	.....	36	1	37
Oneida Supreme and County.....	.....	.....	83	.....	83
Onondaga Supreme and County.....	.....	.....	46	.....	46
Ontario Supreme and County.....	.....	.....	15	.....	15
Ontario County, Children's Part.....	49	23	.....	.....	72
Orange Supreme and County.....	.....	.....	16	.....	16
Oswego Supreme and County.....	.....	.....	41	3	44
Otsego Supreme and County.....	.....	.....	9	.....	9
Putnam County.....	.....	.....	1	.....	1
Queens County.....	.....	.....	81	1	82
Rensselaer Supreme and County.....	.....	.....	10	.....	10
Richmond Supreme and County.....	.....	.....	9	1	10
Rockland Supreme and County.....	.....	.....	4	1	5
St. Lawrence Supreme and County.....	.....	.....	21	.....	21
Saratoga Supreme and County.....	.....	.....	7	.....	7
Seneca County.....	.....	.....	1	.....	1
Steuben Supreme and County.....	.....	.....	17	1	18
Suffolk Supreme and County.....	.....	.....	15	3	18
Ulster Supreme.....	.....	.....	1	.....	1
Warren Supreme and County.....	.....	.....	2	.....	2
Wayne County.....	.....	.....	1	.....	1
Westchester Supreme and County.....	.....	.....	22	.....	22
Wyoming Supreme and County.....	.....	.....	2	.....	2
Total for Supreme and county courts.....	123	45	2,077	105	2,350
Grand total.....	2,615	410	7,967	915	11,907

TABLE 5a — INVESTIGATIONS IN CASES OF BOYS

COURTS	Oct.	Nov.	Dec.	Jan.	Feb.	Mar.	April	May	June	July	Aug.	Sept.	Total
CITIES													
Albany Police	...	7	...	...	4	1	1	1	...	...	...	...	14
Amsterdam Recorder's	...	...	...	...	...	...	...	...	...	...	...	...	1
Auburn Recorder's	...	3	...	...	...	3	...	...	3	...	4	8	21
Binghamton City	...	1	...	...	...	...	...	...	...	...	...	...	3
Buffalo Children's	91	92	81	84	84	94	90	90	112	109	74	71	1,072
Ithaca City	...	...	2	2	2	...	...	3	...	3	1	...	13
Lackawanna City	...	...	5	1	1	...	...	...	1	3	1	...	15
Mount Vernon City	2	3	2	3	5	3	...	2	3	3	5	3	39
Newburgh Recorder's	...	...	5	...	...	...	2	...	...	...	...	...	2
New Rochelle City	...	...	...	...	...	...	...	...	...	...	...	...	8
New York City Children's, New York county	209	176	182	170	148	190	149	172	141	207	175	187	2,106
New York City Children's, Kings county	...	...	...	...	...	...	...	...	...	...	...	...	8
New York City Children's, Queens county	14	15	11	14	13	20	130	161	139	159	121	100	2,810
New York City Children's, Richmond county	2	8	8	4	6	5	3	12	37	33	24	20	229
New York City Children's, Bronx county	43	43	56	44	52	34	60	58	44	43	16	10	77
Niagara Falls Police	1	2	1	2	1	...	...	...	...	...	...	...	551
North Tonawanda City	...	...	...	...	...	...	...	...	...	...	...	...	7
Poughkeepsie City	...	...	...	...	...	...	...	...	...	...	...	...	1
Saratoga Springs City	...	...	...	...	...	1	...	4	...	...	...	...	4
Syracuse Special Sessions	18	8	14	16	21	19	20	15	14	12	12	10	179
Utica City	...	2	3	3	4	...	...	2	3	1	3	1	23
Watertown City	...	3	2	6	...	...	...	7	9	...	...	...	7
Yonkers City	2	3	2	6	4	4	6	...	...	4	9	3	59
Total for cities	382	366	370	348	343	379	476	545	506	581	501	445	5,242
TOWNS AND VILLAGES IN —													
Cayuga county	...	1	...	...	...	...	...	...	...	...	...	...	1
Dutchess county	...	1	3	1	...	...	...	...	4	3	...	...	12
Orange county	...	...	...	...	...	...	...	1	...	...	...	...	1
VILLAGES													
Manlius	...	...	...	...	...	...	...	20	20	14	18	...	72
South Nyack	...	...	...	...	6	...	...	...	...	...	...	...	6
Waverly	...	1	...	...	...	...	...	...	...	...	...	...	1
TOWN													
Naasau county, town of Hempstead	...	...	4	...	...	4	1	...	1	...	...	...	10
Total for towns and villages	...	3	7	1	6	4	1	21	25	17	18	...	103
COUNTY COURT													
Monroe County, Children's Part	15	11	9	6	9	9	8	7	11	10	2	6	103
Grand total	397	380	386	355	358	392	485	573	542	608	521	451	5,448

TABLE 5b — INVESTIGATIONS IN CASES OF GIRLS

COURTS	Oct.	Nov.	Dec.	Jan.	Feb.	Mar.	April	May	June	July	Aug.	Sept.	Total
CITIES													
Albany Police.....	2	1	1	1	1	1	1	1	1	1	1	1	4
Auburn Recorder's.....	5	16	4	4	5	11	6	4	3	12	7	4	77
Buffalo Children's.....	6	9	4	5	5	1	1	2	2	1	1	1	26
Ithaca City.....	1	1	1	2	1	1	1	4	2	1	1	1	10
Lackawanna City.....	15	14	22	14	15	15	31	27	11	16	7	20	12
Mount Vernon City.....	1	1	1	1	1	1	1	1	1	1	1	1	1
New York City Children's, New York county.....	1	1	1	1	1	1	1	1	1	1	1	1	1
New York City Children's, Kings county.....	1	1	1	1	1	1	1	1	1	1	1	1	1
New York City Children's, Queens county.....	1	1	1	1	1	1	1	1	1	1	1	1	1
New York City Children's, Richmond county.....	1	1	1	1	1	1	1	1	1	1	1	1	1
New York City Children's, Bronx county.....	1	1	1	1	1	1	1	1	1	1	1	1	1
Niagara Falls Police.....	12	6	5	9	11	8	6	4	6	2	6	4	36
Syracuse Special Sessions.....	1	1	1	1	1	1	1	1	1	1	1	1	1
Watertown City.....	1	1	1	1	1	1	1	1	1	1	1	1	1
Total for cities.....	40	35	62	51	41	39	63	68	41	60	43	50	593
TOWNS AND VILLAGES IN —													
VILLAGES													
Cayuga county.....	1	1	1	1	1	1	1	1	1	1	1	1	1
Cortland county.....	1	1	1	1	1	1	1	1	1	1	1	1	1
Manlius.....	1	1	1	1	1	1	1	1	1	1	1	1	1
Port Chester.....	1	1	1	1	1	1	1	1	1	1	1	1	1
TOWNS													
Chenango county, town of New Berlin.....	1	1	1	1	1	1	1	1	1	1	1	1	1
Nassau county, town of Hempstead.....	1	1	1	1	1	1	1	1	1	1	1	1	1
Total for towns and villages.....	2	2	2	2	2	2	2	2	2	2	2	2	23
COUNTY COURT													
Monroe County, Children's Part.....	2	2	1	5	7	5	5	2	6	4	2	3	42
Grand total.....	40	37	65	56	49	48	71	82	47	65	45	53	658

TABLE 5c — INVESTIGATIONS IN CASES OF MEN

COURTS —	Oct.	Nov.	Dec.	Jan.	Feb.	Mar.	April	May	June	July	Aug.	Sept.	Total
CITIES													
Albany Police	4	...	...	...	...	...	1	...	...	...	...	...	1
Amsterdam Recorder's .....	...	...	1	...	...	...	...	...	...	...	...	...	14
Auburn Recorder's .....	...	15	10	...	...	12	15	...	...	...	...	...	20
Buffalo Children's	26	4	9	6	6	11	9	6	8	...	...	...	109
Buffalo City	275	203	149	243	235	180	200	239	287	184	237	234	2,675
Ithaca City .....	...	...	...	...	...	...	...	...	...	...	...	...	2
Kingston Recorder's .....	...	...	...	...	1	...	...	...	...	...	...	...	1
Lackawanna City .....	...	...	4	10	9	10	6	6	...	...	...	...	82
Lockport Police	4	3	...	...	...	...	...	...	2	...	...	...	2
Middletown Recorder's .....	...	...	...	...	...	...	...	...	...	...	...	...	2
Mount Vernon City	4	3	3	2	2	2	3	2	3	4	...	...	35
New York City Board of Magistrates, 1st Division	136	170	140	169	139	160	129	139	182	172	149	133	1,818
New York City Board of Magistrates, 2nd Division	296	175	235	166	158	208	212	242	235	216	109	155	2,405
New York City Special Sessions, Manhattan	206	213	235	243	167	175	202	137	149	175	153	138	2,197
New York City Special Sessions, Brooklyn	106	117	135	135	96	110	110	91	141	111	92	88	1,332
New York City Special Sessions, Queens	15	15	12	16	14	15	11	5	11	13	25	16	168
New York City Special Sessions, Richmond	17	15	4	...	5	15	2	4	8	...	...	...	68
New York City Special Sessions, Bronx	17	15	25	20	22	17	29	27	9	26	15	22	244
Niagara Falls Police	2	2	2	2	2	...	...	...	...	...	...	...	10
North Tonawanda City .....	...	...	...	...	...	...	2	...	2	...	...	...	4
Pittsford City .....	...	...	...	...	2	...	...	...	...	...	...	...	2
Rochester Police	16	13	10	15	12	18	20	...	21	...	...	...	125
Saratoga Springs City .....	...	...	...	...	...	...	...	...	...	...	...	...	5
Schenectady Special Sessions	10	14	12	12	14	28	31	40	45	31	11	12	260
Troy City .....	...	...	...	6	...	4	...	3	1	...	...	...	1
Union City .....	...	...	5	...	8	...	...	3	2	3	...	...	28
Watertown City	4	...	1	...	...	...	...	...	...	...	...	...	9
Yonkers City	10	38	30	13	15	15	10	9	40	25	40	30	275
Total for cities	1,129	1,004	1,022	1,058	907	992	992	951	1,151	983	884	888	11,991
TOWNS AND VILLAGES IN —													
Cayuga county	1	3	2	1	...	...	...	...	4	3	...	...	14
Dutchess county	6	9	8	4	1	5	5	7	7	2	4	...	61
Lewis county .....	...	...	...	...	1	...	...	...	...	...	...	...	1
Oneida county .....	...	3	5	2	1	2	...	...	2	6	1	2	2

[illegible]

TABLE 5d — INVESTIGATIONS IN CASES OF WOMEN

COURTS	Oct.	Nov.	Dec.	Jan.	Feb.	Mar.	April	May	June	July	Aug.	Sept.	Total
CITIES													
Albany Police.....	1	...	...	2	...	3	2	...	2	2	...	...	12
Auburn Recorder's.....	...	2	1	...	...	4	4	...	...	...	...	6	18
Binghamton City.....	...	...	...	...	...	...	...	...	...	...	...	...	13
Buffalo Children's.....	6	5	4	9	3	2	...	...	...	13	11	2	79
Buffalo City.....	24	20	23	38	17	14	19	12	8	30	34	29	291
Ithaca City.....	3	3	3	1	2	...	...	...	...	...	...	...	12
Lackawanna City.....	2	3	...	5	2	...	7	9	4	5	5	6	53
Mount Vernon City.....	...	...	...	...	...	...	...	...	...	...	...	...	11
New York City Board of Magistrates, 1st Division.....	63	76	71	93	74	66	81	80	96	87	81	95	963
New York City Board of Magistrates, 2nd Division.....	128	139	106	69	66	69	83	91	122	83	55	100	1,111
New York City Special Sessions, Manhattan.....	34	24	34	47	29	32	37	33	24	22	15	29	360
New York City Special Sessions, Brooklyn.....	15	15	25	15	12	13	12	14	22	12	5	3	163
New York City Special Sessions, Queens.....	...	...	1	...	1	...	1	...	1	...	...	1	7
New York City Special Sessions, Richmond.....	...	...	...	...	...	...	...	...	...	...	...	...	2
New York City Special Sessions, Bronx.....	...	2	5	3	...	...	...	1	1	...	3	...	16
Niagara Falls Police.....	1	...	...	...	...	...	...	...	...	...	...	1	2
Rochester Police.....	12	5	16	26	22	31	78	23	31	24	39	35	342
Syracuse Special Sessions.....	6	4	1	3	3	6	9	12	10	8	9	8	82
Utica City.....	...	...	...	...	...	2	...	...	...	...	...	...	5
Watertown City.....	...	...	3	...	...	...	2	...	...	...	2	1	7
Yonkers City.....	...	...	...	...	...	...	...	...	...	...	...	...	6
Total for cities.....	297	300	298	314	233	251	343	276	352	290	269	332	3,555
TOWNS AND VILLAGES IN—													
Cayuga county.....	...	1	...	...	...	...	...	...	...	...	...	...	1
Dutchess county.....	1	...	...	1	...	...	...	...	...	...	1	...	3
Oneida county.....	...	...	...	...	...	...	...	...	1	...	...	...	1
Total for towns and villages.....	1	1	...	1	...	...	...	...	1	...	1	...	5
SUPREME AND COUNTY COURTS													
Brooklyn County.....	...	...	...	6	...	...	...	...	1	...	...	1	8
Cayuga Supreme and County.....	...	1	...	...	1	...	...	...	...	...	...	...	2
Erie County.....	3	3	1	...	3	1	3	...	...	...	...	2	13
Franklin Supreme and County.....	1	1	...	...	...	...	...	...	1	...	...	...	2

New York Supreme and General Sessions.....	14	17	21	19	18	21	6	21	13	9	13	3	175
Ontario Supreme and County.....	....	1	....	....	....	....	....	....	....	....	....	....	1
Richmond Supreme and County.....	....	....	....	....	....	....	....	....	....	....	....	....	1
Total for Supreme and county courts.....	14	23	22	25	22	22	9	22	15	9	13	6	202
Grand total.....	312	324	320	340	255	273	352	298	368	299	283	338	3,762

TABLE 6a — HOME VISITS IN CASES OF BOYS

COURTS		Oct.	Nov.	Dec.	Jan.	Feb.	Mar.	April	May	June	July	Aug.	Sept.	Total
CITIES														
Albany Police	.....	40	25	5	14	4	9	9	3	6	..	2	2	57
Amsterdam Recorder's	.....	2	2	30	26	10	14	20	10	20	24	30	20	269
Auburn Recorder's	.....	8	14	4	4	6	4	4	4	4	6	2	3	45
Binghamton City	.....	77	113	12	100	87	81	129	128	119	130	108	120	1,330
Buffalo Children's	.....	11	16	16	12	16	18	16	12	10	10	8	6	1,297
Colosseum Recorder's	.....	2	2	2	2	2	2	2	..	..	..	..	..	151
Croton Recorder's	.....	..	..	..	..	..	..	..	..	..	..	..	..	10
Giovanni's Recorder's	.....	..	..	..	..	..	..	..	..	..	..	..	..	17
Hornell Recorder's	.....	2	8	6	8	2	2	..	1	..	4	3	7	54
Hudson City	.....	..	..	..	..	..	..	..	2	4	4	6	12	54
Ilwaco City	.....	..	..	..	..	..	..	..	..	..	..	..	..	17
Janestown Police	.....	10	8	14	4	6	11	16	12	16	12	15	8	128
Johnstown Recorder's	.....	..	2	3	3	3	4	..	5	5	8	2	..	27
Kingston Recorder's	.....	..	..	..	..	..	..	..	3	3	5	5	..	30
Lackawanna City	.....	12	12	9	16	11	18	20	3	27	22	11	14	175
Mount Vernon City	.....	7	3	4	5	3	5	4	4	7	8	16	17	163
Newburgh Recorder's	.....	3	..	..	..	..	19	20	20	16	12	14	21	125
New Rochelle City	.....	2,416	1,117	1,232	1,490	1,086	1,270	1,225	1,137	1,129	791	968	971	14,811
New York City Children's	.....	777	704	706	712	687	716	615	518	592	469	471	500	7,557
New York City Children's	.....	189	144	169	162	212	204	204	202	261	213	100	245	2,385
New York City Children's	.....	159	152	219	175	114	231	208	202	249	108	108	214	1,934
New York City Children's	.....	243	258	218	252	203	288	269	280	252	231	202	241	2,937
New York City Children's	.....	5	2	5	2	2	2	..	..	..	..	..	..	10
Niagara Falls Police	.....	..	..	..	..	..	..	..	..	..	..	..	..	9
North Tonawanda City	.....	..	..	..	..	..	..	..	..	..	..	..	..	2
Ogdensburg Recorder's	.....	6	22	18	28	16	16	15	12	10	..	6	8	161
Plattsburgh City	.....	21	14	6	8	7	14	20	16	9	12	20	22	160
Poughkeepsie City	.....	4	..	..	..	..	..	..	..	..	..	..	..	14
Rome City	.....	1	1	2	1	4	..	..	..	2	3	..	..	15
Saratoga Springs City	.....	..	..	..	..	..	..	..	1	..	..	..	..	10
Schenectady Police	.....	42	185	172	180	101	188	221	230	241	250	100	210	2,300
Syracuse Special Sessions	.....	..	19	30	21	9	36	34	47	46	27	5	28	282
Troy City	.....	41	15	37	52	55	41	36	26	30	18	16	26	303
Utica City	.....	..	4	7	..	..	..	..	..	..	..	..	..	27
Watertown City	.....	15	15	14	17	13	12	19	27	37	17	22	21	229
Yonkers City	.....	4,102	2,950	3,045	3,282	2,763	3,225	3,111	2,715	3,117	2,400	2,440	2,799	35,879
Total for cities		4,102	2,950	3,045	3,282	2,763	3,225	3,111	2,715	3,117	2,400	2,440	2,799	35,879

TOWNS AND VILLAGES IN—													
Albany county.....	1	2	3	2	...	4	3	...	3	4	6	10	...
Cayuga county.....	2	2	3	2	...	3	3	...	...	...	...	11	...
Clinton county.....	...	...	...	...	...	...	...	...	...	...	...	3	...
Lewis county.....	...	...	...	...	...	...	1	...	...	2	...	...	...
Montgomery county.....	...	...	...	...	...	...	...	...	...	...	...	...	...
Onondaga county.....	...	...	...	...	...	...	...	...	...	...	...	...	...
Suffolk county.....	...	...	1	...	...	...	...	...	...	...	...	...	...
VILLAGES													
Elmira Heights.....	1	...	...	...	...	...	4	...	8	6	10	8	...
Manlius.....	...	...	...	...	...	...	2	...	4	5	2	...	...
South Nyack.....	...	...	...	...	...	...	...	...	...	...	...	...	...
Walton.....	...	...	...	...	...	...	...	...	...	...	...	...	...
Waverly.....	10	8	...	...	...	2	...	...	...	...	...	...	...
TOWNS													
Herkimer county, town of Manheim.....	...	...	3	6	...	...	5	...	...	7	4	3	1
Nassau county, town of Hempstead.....	...	...	...	...	...	2	2	...	...	5	5	...	1
Nassau county, town of North Hempstead.....	...	...	...	...	...	1	1	...	...	...	...	...	...
Niagara county, town of Lewiston.....	...	...	...	...	...	...	...	...	...	...	...	...	...
Total for towns and villages.....	7	15	15	10	8	6	12	12	26	26	27	24	188
SUPREME AND COUNTY COURTS													
Fulton Supreme and County.....	...	...	...	...	...	1	1	1	1	1	1	1	7
Lewis County.....	2	1	...	...	...	1	...	...	...	...	...	...	5
Monroe County, Children's Part.....	15	14	19	19	24	27	28	52	43	38	13	54	341
Suffolk Supreme and County.....	...	...	1	...	...	...	...	...	2	1	1	...	1
Ulster Supreme.....	...	...	...	...	...	...	...	...	...	...	...	...	7
Total for Supreme and county courts.....	15	10	16	19	25	29	29	55	46	40	15	56	381
Grand total.....	4,124	2,981	3,076	3,311	2,796	3,260	3,152	2,782	3,189	2,466	2,482	2,809	36,428

TABLE 6b — HOME VISITS IN CASES OF GIRLS

COURTS	Oct.	Nov.	Dec.	Jan.	Feb.	Mar.	April	May	June	July	Aug.	Sept.	Total
CITIES													
Albany Police	1	1	1	1	1	1	1	2	1	3	2	...	10
Auburn Recorder's	...	5	13	14	10	12	15	12	10	8	12	12	2
Buffalo Children's	8	...	...	...	2	8	...	...	...	...	...	...	131
Cohoes Recorder's	...	...	...	...	1	...	...	...	1	...	...	...	10
Gloversville Recorder's	1	11	15	7	5	...	...	...	...	...	...	...	3
Ithaca City	9	3	3	6	5	5	...	...	...	...	...	2	44
Lackawanna City	6	...	...	...	...	1	...	...	3	4	8	7	55
Mount Vernon City	...	...	...	...	...	...	...	3	1	1	2	1	9
Newburgh Recorder's	2	...	...	...	...	...	...	...	...	...	...	...	2
New York City Children's, New York county	138	148	141	208	170	178	198	217	225	97	92	154	1,966
New York City Children's, Kings county	67	125	130	131	130	143	104	134	128	39	12	109	1,252
New York City Children's, Queens county	39	29	39	66	61	90	27	52	77	53	46	75	654
New York City Children's, Richmond county	56	49	70	18	4	2	48	...	...	2	30	72	351
New York City Children's, Bronx county	26	18	17	16	...	1	15	10	13	12	25	20	173
Niagara Falls Police	1	1	...	...	...	...	...	...	...	...	...	...	2
Plattsburg City	4	20	20	24	24	24	20	15	8	...	...	...	159
Poughkeepsie City	...	...	...	...	1	50	60	64	76	80	42	54	1
Syracuse Special Sessions	30	45	46	51	54	...	...	...	...	...	...	...	652
Utica City	...	...	...	3	7	...	...	...	4	...	...	4	8
Watertown City	...	...	...	...	...	...	...	...	...	3	...	...	13
Total for cities	388	455	495	544	469	514	493	509	547	302	271	510	5,497
TOWNS AND VILLAGES IN —													
Cayuga county	...	...	1	1	1	1	1	...	...	...	...	...	5
Clinton county	2	2	3	2	3	4	3	3	4	4	...	...	30
Lewis county	2	4	2	...	1	1	1	1	1	2	...	...	15
VILLAGES													
Manlius	...	...	...	...	...	...	...	1	...	...	...	...	1
Port Chester	...	...	1	...	...	...	...	...	...	...	...	...	1

Towns													
Chenango county, town of New Berlin.....	....	....	....	....	4	....	....	....	....	....	....	....	4
Nassau county, town of Hempstead.....	....	....	....	....	....	....	....	....	....	....	....	....	5
Nassau county, town of North Hempstead.....	....	....	....	....	....	....	....	....	....	....	....	....	2
Total for towns and villages.....	4	6	7	3	5	10	7	6	6	8	....	1	63
County Cour													
Monroe County, Children's Part.....	18	....	6	53	50	51	58	48	50	48	31	49	457
Grand total.....	406	461	508	600	524	575	538	563	603	358	302	560	6,017

TABLE 6c — HOME VISITS IN CASES OF MEN

COURTS	Oct.	Nov.	Dec.	Jan.	Feb.	Mar.	April	May	June	July	Aug.	Sept.	Total
CITIES													
Albany Police.....	101	82	2	4	1	4	3	1	40	44	3	1	19
Amsterdam Recorder's.....	3	9	64	76	78	86	78	50	20	12	90	75	864
Auburn Recorder's.....	12	17	15	12	10	6	10	20	16	8	8	10	121
Buffalo Children's.....	114	204	209	207	205	227	240	346	394	403	354	371	3,274
Buffalo City.....	7	9	1	2	6	9	10	13	13	14	15	18	6
Cohoes Recorder's.....		9	8	2				21	8	4	11	6	129
Gloversville Recorder's.....			2					10	3				66
Hornell Recorder's.....								12	8				1
Ithaca City.....													
Jamestown Police.....	25	34	25	25	32	20	24	10	10	10	12	10	237
Kingston Recorder's.....					2	5	5						12
Lackawanna City.....	98	121	87	62	131	141	128	127	127	126	123	127	1,398
Lockport Police.....							1	3	6	8			37
Middletown Recorder's.....													5
Mount Vernon City.....	5	5	6	5	4		5	9	5	7	3	2	5
Newburgh Recorder's.....													68
New York City Board of Magistrates, 1st Division.....	1,278	1,089	1,145	1,118	1,234	1,117	1,186	1,186	1,216	987	769	738	11,877
New York City Board of Magistrates, 2nd Division.....	737	715	620	504	415	552	505	512	638	484	448	515	6,645
New York City Special Sessions, Manhattan.....	108	86	89	76	112	135	123	121	78	56	56	61	1,101
New York City Special Sessions, Brooklyn.....	45	107	96	101	103	85	80	72	78	43	59	74	943
New York City Special Sessions, Queens.....	20	26	29	29	22	20	25	28	24		6		229
New York City Special Sessions, Richmond.....	29	34	30	12	31	44	42	46	46	18	21		353
New York City Special Sessions, Bronx.....	10	18	8	15	10	18	13	12	27	4	16	17	168
Niagara Falls Police.....	2	3	4	1	2	14	13	11	16	21	26	28	119
North Tonawanda City.....					2			5	14	14	20	26	119
Ogdensburg Recorder's.....		48	40	48	54	50	40	43	46	43	40	44	496
Plattsburgh City.....	4	8			2	3	4	4	4	6	12	8	55
Poughkeepsie City.....					6								6
Rochester Police.....													
Saratoga Springs City.....	5		2	2	4		4		4	8	2	6	37
Syracuse Special Sessions.....	59	204	87	92	97	81	92	196	220	241	184	192	1,745
Troy City.....		1	2	2	5	4	5	6	6	1		1	31
Utica City.....	38	14	47	48	22	48	24	19	28	20	28	38	374
Watertown City.....	10	10	4							4	2		20
Yonkers City.....	15	10	15	15	25	20	15	20	20	10	20	20	205
Total for cities.....	1,447	3,036	2,597	2,503	2,519	2,850	2,633	2,935	3,134	2,640	2,398	2,446	31,138

TOWNS AND VILLAGES IN—	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31	32	33	34	35	36	37	38	39	40	41	42	43	44	45	46	47	48	49	50	51	52	53	54	55	56	57	58	59	60	61	62	63	64	65	66	67	68	69	70	71	72	73	74	75	76	77	78	79	80	81	82	83	84	85	86	87	88	89	90	91	92	93	94	95	96	97	98	99	100	101	102	103	104	105	106	107	108	109	110	111	112	113	114	115	116	117	118	119	120	121	122	123	124	125	126	127	128	129	130	131	132	133	134	135	136	137	138	139	140	141	142	143	144	145	146	147	148	149	150	151	152	153	154	155	156	157	158	159	160	161	162	163	164	165	166	167	168	169	170	171	172	173	174	175	176	177	178	179	180	181	182	183	184	185	186	187	188	189	190	191	192	193	194	195	196	197	198	199	200	201	202	203	204	205	206	207	208	209	210	211	212	213	214	215	216	217	218	219	220	221	222	223	224	225	226	227	228	229	230	231	232	233	234	235	236	237	238	239	240	241	242	243	244	245	246	247	248	249	250	251	252	253	254	255	256	257	258	259	260	261	262	263	264	265	266	267	268	269	270	271	272	273	274	275	276	277	278	279	280	281	282	283	284	285	286	287	288	289	290	291	292	293	294	295	296	297	298	299	300	301	302	303	304	305	306	307	308	309	310	311	312	313	314	315	316	317	318	319	320	321	322	323	324	325	326	327	328	329	330	331	332	333	334	335	336	337	338	339	340	341	342	343	344	345	346	347	348	349	350	351	352	353	354	355	356	357	358	359	360	361	362	363	364	365	366	367	368	369	370	371	372	373	374	375	376	377	378	379	380	381	382	383	384	385	386	387	388	389	390	391	392	393	394	395	396	397	398	399	400	401	402	403	404	405	406	407	408	409	410	411	412	413	414	415	416	417	418	419	420	421	422	423	424	425	426	427	428	429	430	431	432	433	434	435	436	437	438	439	440	441	442	443	444	445	446	447	448	449	450	451	452	453	454	455	456	457	458	459	460	461	462	463	464	465	466	467	468	469	470	471	472	473	474	475	476	477	478	479	480	481	482	483	484	485	486	487	488	489	490	491	492	493	494	495	496	497	498	499	500	501	502	503	504	505	506	507	508	509	510	511	512	513	514	515	516	517	518	519	520	521	522	523	524	525	526	527	528	529	530	531	532	533	534	535	536	537	538	539	540	541	542	543	544	545	546	547	548	549	550	551	552	553	554	555	556	557	558	559	560	561	562	563	564	565	566	567	568	569	570	571	572	573	574	575	576	577	578	579	580	581	582	583	584	585	586	587	588	589	590	591	592	593	594	595	596	597	598	599	600	601	602	603	604	605	606	607	608	609	610	611	612	613	614	615	616	617	618	619	620	621	622	623	624	625	626	627	628	629	630	631	632	633	634	635	636	637	638	639	640	641	642	643	644	645	646	647	648	649	650	651	652	653	654	655	656	657	658	659	660	661	662	663	664	665	666	667	668	669	670	671	672	673	674	675	676	677	678	679	680	681	682	683	684	685	686	687	688	689	690	691	692	693	694	695	696	697	698	699	700	701	702	703	704	705	706	707	708	709	710	711	712	713	714	715	716	717	718	719	720	721	722	723	724	725	726	727	728	729	730	731	732	733	734	735	736	737	738	739	740	741	742	743	744	745	746	747	748	749	750	751	752	753	754	755	756	757	758	759	760	761	762	763	764	765	766	767	768	769	770	771	772	773	774	775	776	777	778	779	780	781	782	783	784	785	786	787	788	789	790	791	792	793	794	795	796	797	798	799	800	801	802	803	804	805	806	807	808	809	810	811	812	813	814	815	816	817	818	819	820	821	822	823	824	825	826	827	828	829	830	831	832	833	834	835	836	837	838	839	840	841	842	843	844	845	846	847	848	849	850	851	852	853	854	855	856	857	858	859	860	861	862	863	864	865	866	867	868	869	870	871	872	873	874	875	876	877	878	879	880	881	882	883	884	885	886	887	888	889	890	891	892	893	894	895	896	897	898	899	900	901	902	903	904	905	906	907	908	909	910	911	912	913	914	915	916	917	918	919	920	921	922	923	924	925	926	927	928	929	930	931	932	933	934	935	936	937	938	939	940	941	942	943	944	945	946	947	948	949	950	951	952	953	954	955	956	957	958	959	960	961	962	963	964	965	966	967	968	969	970	971	972	973	974	975	976	977	978	979	980	981	982	983	984	985	986	987	988	989	990	991	992	993	994	995	996	997	998	999	1000
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TABLE 6c — HOME VISITS IN CASES OF MEN — (Concluded)

COURTS	Oct.	Nov.	Dec.	Jan.	Feb.	Mar.	April	May	June	July	Aug.	Sept.	Total
SUPREME AND COUNTY COURTS — (Concluded)													
Queens County.....	7	....	2	6	7	....	9	....	....	....	22
Rensselaer Supreme and County.....	8	2	11	1	2	....	13	1	14
St. Lawrence Supreme and County.....	1	....	1	1	11	25	....	....	103
Saratoga Supreme and County.....	3	3	6	7	10	....	5	2	2	7
Steuben Supreme and County.....	1	....	....	....	....	....	7	....	9	22	72
Suffolk Supreme and County.....	2	....	....	....	1
Ulster Supreme.....	4	....	....	....	....	2	3	....	2	....	....	9
Westchester Supreme and County.....	4	8
Total for Supreme and county courts.....	526	468	520	608	614	657	536	637	715	669	550	556	7,056
Grand total.....	2,007	3,513	3,126	3,126	3,161	3,538	3,211	3,600	3,870	3,348	3,000	3,032	38,532

TABLE 6d — HOME VISITS IN CASES OF WOMEN

COURTS	Oct.	Nov.	Dec.	Jan.	Feb.	Mar.	April	May	June	July	Aug.	Sept.	Total
CITIES													
Albany Police.....	2	...	7	13	6	8	11	6	10	7	3	3	70
Auburn Recorder's.....	30	28	34	28	1	2	30	39	30	3	2	28	15
Binghamton City.....	24	44	40	38	36	63	72	32	80	28	20	28	331
Buffalo Children's.....	...	...	...	...	1	7	4	37	32	19	15	13	536
Buffalo City.....	...	1	...	...	...	...	...	...	32	44	57	61	263
Eaton City.....	...	...	4	...	1	...	...	1	...	...	...	...	9
Gloversville Recorder's.....	...	...	...	1	1	...	...	8	...	3	1	1	20
Hornell Recorder's.....	10	10	10	6	...	...	7	...	...	...	...	3	39
Ithaca City.....	1	4	2	...	12	19	19	9	14	20	12	17	166
Janestown Police.....	6	2	2	15	1	1	4	3	2	2	2	2	25
Lacawanna City.....	3	...	...	...	...	...	...	...	...	...	1	...	2
Mount Vernon City.....	...	...	...	...	...	...	...	...	...	...	...	...	1
Newburgh Recorder's.....	...	...	...	...	107	150	182	160	132	124	100	177	1,536
New York City Board of Magistrates, 1st Division.....	291	265	270	234	134	186	245	215	271	211	128	266	2,714
New York City Board of Magistrates, 2nd Division.....	36	24	37	28	25	24	27	20	27	22	9	22	269
New York City Special Sessions, Manhattan.....	20	22	24	29	29	32	38	36	25	29	4	38	326
New York City Special Sessions, Brooklyn.....	9	4	2	3	...	2	2	...	...	...	...	...	15
New York City Special Sessions, Queens.....	...	8	7	2	4	3	5	5	3	4	...	...	29
New York City Special Sessions, Richmond.....	4	3	...	9	...	6	...	...	...	...	...	3	46
New York City Special Sessions, Bronx.....	...	...	...	...	...	...	...	...	...	...	...	1	1
Niagara Falls Police.....	...	...	...	...	...	...	...	...	...	...	...	...	6
North Tonawanda City.....	...	...	...	...	...	...	...	...	...	...	...	...	72
Plattsburgh City.....	21	19	10	10	5	5	5	8	12	3	4	4	235
Rochester Police.....	...	...	10	21	7	9	22	11	26	37	18	34	235
Saratoga Springs City.....	1	...	...	...	...	...	...	...	...	1	1	1	4
Syracuse Special Sessions.....	17	42	16	21	24	14	21	18	23	20	32	40	288
Utica City.....	9	6	4	8	5	12	10	8	8	12	6	10	98
Watertown City.....	...	...	...	...	...	...	1	...	...	...	...	...	3
Yonkers City.....	...	...	1	...	...	...	...	2	2	...	...	...	5
Total for cities.....	484	621	619	605	418	561	706	678	723	592	416	724	7,147
TOWNS AND VILLAGES IN—													
Clinton county.....	...	2	1	2	1	2	...	...	...	...	...	...	8
Dutchess county.....	2	...	...	...	1	1	...	2	2	2	1	...	15

TABLE 6d — HOME VISITS IN CASES OF WOMEN — (Concluded)

COURTS	Oct.	Nov.	Dec.	Jan.	Feb.	Mar.	April	May	June	July	Aug.	Sept.	Total
VILLAGE													
Port Chester.....	.....	.....	4	.....	.....	.....	.....	.....	.....	.....	.....	.....	4
Total for towns and villages.....	2	2	5	2	2	3	2	2	2	2	1	2	27
SUPREME AND COUNTY COURTS													
Bronx County.....	.....	4	.....	4	.....	.....	.....	.....	.....	3	.....	.....	11
Cayuga Supreme and County.....	1	.....	1	.....	.....	.....	.....	.....	.....	.....	.....	.....	1
Fulton Supreme and County.....	.....	.....	1	.....	1	.....	.....	.....	.....	.....	.....	.....	1
New York Supreme and General Sessions.....	10	36	14	7	14	8	3	12	10	5	6	3	128
Niagara Supreme and County.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Nswago Supreme and County.....	.....	.....	3	.....	3	3	6	6	4	4	2	4	4
Saratoga Supreme and County.....	.....	1	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	39
Steuben Supreme and County.....	.....	.....	.....	1	.....	1	.....	.....	.....	.....	.....	.....	1
Total for Supreme and county courts.....	11	41	18	15	18	12	9	18	14	14	12	7	189
Grand total.....	497	661	642	622	438	576	717	698	739	608	429	733	7,363

TABLE 7a — MONEY COLLECTED FROM PROBATIONERS IN FINES

COURTS	Oct.	Nov.	Dec.	Jan.	Feb.	Mar.	April	May	June	July	Aug.	Sept.	Total
CITIES													
Amsterdam Recorder's	\$10 00		\$5 00	\$2 00			\$5 00	\$2 00			\$15 00		\$37 00
Auburn Recorder's	50 00	\$65 00	35 50	22 25	\$19 75	\$44 25	55 25	51 00	\$34 25	\$24 15	27 75	\$49 50	478 65
Buffalo Children's	1,192 38	909 20	756 10	1,026 80	863 25	840 50	636 10	1,129 50	1,294 40	794 25	966 00	1,587 23	12,000 71
Buffalo City	4 00	5 00			11 00			6 00	4 00	5 00	6 00		40 00
Cortland City							10 00	10 00					20 00
Kingston Recorder's								8 00	21 00	42 00	28 75	53 00	344 75
Lackawanna City	18 50	32 50	38 50	30 50	20 00	39 00	13 00	8 00	6 00	16 00	9 00	3 50	87 00
Mount Vernon City		9 00	13 00	2 00	1 00	3 00	10 00	14 50	2 00	4 00			10 00
Newburgh Recorder's													
New York City Board of Magistrates, 2nd Division	5 00	20 00					10 00					15 00	25 00
New York City Special Sessions, Brooklyn	5 00						1 00						1 00
New York City Children's, New York county												25 00	25 00
Niagara Falls Police							2 00						2 00
Ogdensburg Recorder's											5 00		5 00
Plattsburgh City												75	75
Poughkeepsie City		8 00	12 00	15 00	14 75	15 50	16 25	3 00	1 00	2 50		1 00	89 00
Rochester Police							8 00		10 00				18 00
Saratoga Springs City													3 00
Schenectady Police	8 50	4 60	10 00	7 00	10 30		122 00	105 00	80 00	3 00	134 00	11 40	502 45
Syracuse Special Sessions	25 50	26 92	15 75	5 50	1 05	8 25	19 00	9 50	30 50	37 40	8 50	7 60	196 47
Utica City	3 00												3 00
Watertown City													
Total for cities	\$1,321 88	\$1,080 22	\$885 85	\$1,111 05	\$946 10	\$950 50	\$907 60	\$1,338 50	\$1,483 15	\$937 95	\$1,204 00	\$1,753 98	\$13,920 78
TOWNS AND VILLAGES IN —													
Cortland county	\$27 00	\$10 00	\$14 00	\$11 00	\$5 00	\$7 00	\$41 00	\$28 00	\$32 00	\$10 00	\$4 00	\$2 00	\$211 00
Dutchess county									15 00				15 00
Oneida county	8 00	1 00	5 00	30 00		4 00	3 00	2 00	3 00	9 25	9 00	10 50	84 75
Onondaga county	1 50	2 00	1 00	3 00		1 00				5 00	8 00	8 00	7 50
Steuben county													22 00

TABLE 7a — MONEY COLLECTED FROM PROBATIONERS IN FINES — (Concluded)

COURTS	Oct.	Nov.	Dec.	Jan.	Feb.	March	April	May	June	July	Aug.	Sept.	Total
VILLAGES													
Pleasantville.....	\$22 00	\$9 00	\$12 00	\$57 00	\$21 00	\$12 00	\$1 50	\$5 00	\$3 00	\$7 00	\$26 75	\$23 75	\$8 00
St. Johnsville.....								1 00	10 00				203 00
TOWNS													
Allegany county, town of Cuba.....	6 00	1 50	2 00	2 00	2 00		2 00	2 50					4 50
Dutchess county, town of Poughkeepsie.....	50	1 50	50				6 00	10 00					13 50
Saratoga county, town of Corinth.....													18 50
Total for towns and villages.....	\$85 00	\$25 00	\$34 50	\$103 00	\$28 00	\$24 00	\$53 50	\$48 50	\$83 00	\$31 25	\$47 75	\$44 25	\$587 75
SUPREME AND COUNTY COURTS													
Erie Supreme and County.....	\$320 00	\$43 50	\$81 00	\$56 00	\$178 85	\$15 50	\$135 00	\$1,041 00	\$22 50	\$45 15	\$38 00	\$34 50	\$2,051 00
Franklin County.....		50 00		35 00	10 00	10 00	25 00		30 00		25 00		135 00
Franklin Supreme and County.....	2 00			2 00	52 00	52 00		2 00					160 00
Fulton Supreme and County.....				2 00			4 00			6 00			12 00
New York Supreme and General Sessions.....	2 00		4 00	16 00	18 00	22 00	25 00	9 00	9 00				105 00
Niagara Supreme and County.....					7 00	7 00	12 50	23 00	98 00	66 50	67 50	281 50	557 00
Ontario Supreme and County.....			650 00	3 00	10 00	106 00	6 00	8 00	5 00		7 00	50 00	845 00
Ontonago Supreme and County.....			3 50	2 00	1 00	3 00	1 00				2 50		13 00
Oswego Supreme and County.....			10 00		25 00				90 00				125 00
Steuben Supreme and County.....									6 00	24 50	51 00	5 50	87 00
Total for Supreme and county courts.....	\$324 00	\$93 50	\$748 50	\$116 00	\$294 85	\$215 50	\$208 50	\$1,083 00	\$301 50	\$142 15	\$191 00	\$371 50	\$4,090 00
Grand total.....	\$1,710 88	\$1,198 72	\$1,688 85	\$1,330 05	\$1,268 95	\$1,190 00	\$1,169 60	\$2,470 00	\$1,867 65	\$1,111 35	\$1,442 75	\$2,169 73	\$18,598 53

TABLE 7b — MONEY COLLECTED FROM PROBATIONERS IN RESTITUTION AND REPARATION

COURTS	Oct.	Nov.	Dec.	Jan.	Feb.	Mar.	April	May	June	July	Aug.	Sept.	Total
CITIES													
Amsterdam Recorder's	\$4 06						\$10 00			\$5 00	\$6 50	\$4 00	\$29 55
Buffalo Children's	22 81	\$45 35	\$14 65	\$6 28	\$20 00	\$54 83	19 50	\$4 00	\$3 90	24 65	25 50	7 00	253 44
Buffalo City	212 67	312 66	245 20	405 25	223 85	213 72	213 52	319 14	472 65	337 37	319 74	509 65	3,773 45
Cortland City						5 00				6 00	33 00	7 50	45 50
Elmira Recorder's		39 00	12 00	12 00				1 00	7 00	10 00		12 00	5 00
Gloversville Recorder's						1 50				21 95	19 30		126 80
Hornell Recorder's												3 00	3 00
Ithaca City						30 00							30 00
Jamestown Police	39 74	37 05	16 00	9 50	35 36	55 50	101 40	119 00	165 70	124 25	165 85	312 75	1,232 22
Lackawanna City										1 50			1 50
Lockport Police					16 50	1 00	3 79	2 00	7 00	1 50	6 50		7 00
Mount Vernon City		21 50	10 00							5 60	3 07	4 07	59 79
Newburgh Recorder's	2 00									2 00	5 50	1 00	24 74
New Rochelle City													8 50
New York City Board of Magistrates, 2nd Division		3 00	25 00	25 00		50 00	22 00	84 50	143 50	67 00	320 00	5 00	130 80
New York City Special Sessions, Manhattan	101 00	15 00	57 00	29 00	66 00	85 00	30 00	50 00	143 50	48 00	382 00	16 00	1,019 00
New York City Special Sessions, Brooklyn	138 75	86 00	99 00	74 50	97 00	5 00	9 00	11 00	24 00	48 00	382 00	59 00	1,063 25
New York City Special Sessions, Queens				15 00	9 00	9 00	5 00			5 00			53 00
New York City Special Sessions, Richmond	11 00	1 00	5 00		9 00	8 00	5 00	13 00					39 00
New York City Special Sessions, Bronx		2 00				5 11		31 00		4 50		8 50	25 00
New York City Children's, New York county	3 75		261 41	27 00		5 00	5 00						341 37
New York City Children's, Queens county	1 00	32 00	24 00	10 00	10 00	10 00	6 25	2 00		5 00		2 00	110 00
New York City Children's, Richmond county	4 10	4 00	18 00	12 00	2 25	1 00	34 00					43 00	84 35
New York City Children's, Bronx county	20 00												20 00
Niagara Falls Police													50 00
Ogdensburg Recorder's													8 35
Poughkeepsie City	26 50	63 80	47 40	46 85	134 08	47 25	1 00	4 00	3 25				648 63
Rochester Police							58 00	39 50	33 50	53 00	56 75	42 00	648 63
Saratoga Springs City							1 75	1 00					2 75
Syracuse Special Sessions	18 00		118 21	48 10	17 00	37 50	45 53	61 75		9 00	10 45	12 50	378 04
Troy City		12 95	7 50	4 00		1 25							26 48
Watertown City	1 50		9 75							15 00			26 25
Watervliet City					1 50	2 00					1 50		35 75
Yonkers City		3 50		2 00	11 00		12 00					30 75	28 50
Total for cities.	\$606 37	\$748 84	\$970 12	\$796 45	\$653 33	\$617 06	\$582 74	\$747 89	\$370 59	\$729 32	\$1,368 16	\$1,089 12	\$9,711 08
TOWNS AND VILLAGES IN —													
Cortland county										\$4 00			\$18 00
Dutchess county	\$6 50												6 50

TABLE 7b — MONEY COLLECTED FROM PROBATIONERS IN RESTITUTION AND REPARATION — (Concluded)

COURTS	Oct.	Nov.	Dec.	Jan.	Feb.	Mar.	April	May	June	July	Aug.	Sept.	Total
TOWNS AND VILLAGES IN — (Concluded)													
Niagara county.....									\$8 00	\$7 00			\$15 00
Oneida county.....	\$2 00	\$4 00	\$8 00										12 00
Ontonaga county.....													2 00
VILLAGES													
Elmira Heights.....		\$2 50	\$3 00	\$5 00	\$3 00		\$3 00						\$13 50
St. Johnsville.....				2 75			26 75						5 75
Walton.....													26 75
Town													
Chemango county, town of New Berlin.....					60 00								60 00
Total for towns and villages.....	\$3 50	\$6 50	\$11 00	\$7 75	\$63 00		\$29 75		\$8 00	\$11 00		\$18 00	\$163 50
SUPREME AND COUNTY COURTS													
Albany Supreme and County.....	\$473 97	\$272 50	\$479 50	\$5 00	\$256 65	\$457 50	\$511 35	\$742 00	\$519 41	\$394 15	\$450 50	\$352 65	\$5 00
Errie Supreme and County.....	4 00	24 00	10 00	280 95									5,201 13
Jefferson Supreme and County.....				18 00	156 00	28 00	24 00	13 00	13 00	2 00	8 00	6 00	38 00
Lewis County.....				10 00	11 07	1 10	1 93	26 00	36 00	46 23	34 50	50 50	42 00
Monroe County, Children's Part.....	75 00	33 00	24 00	18 00	10 00	377 50	357 50	490 75	894 25	337 75	399 75	3 25	551 25
Monroe County, General Sessions.....	98 00	3 50	18 90	3,347 70	316 00		16 00	10 50	601 00	16 00	23 50	586 50	185 85
New York Supreme and County.....	285 60	280 71	1,410 25				18 00	18 50	164 00	61 00	23 00	23 00	9,064 26
Niagara Supreme and County.....					1 00	203 00	19 00	3 00	5 00	3 00	4 00	17 00	690 00
Oneida Supreme and County.....	23 50	12 00	129 10	1 00	6 03	8 00						2 00	671 10
Ontario Supreme and County.....	3 50	1 50	2 00	7 75	25 00							4 00	42 00
Ontario County, Children's Part.....	4 00											2 00	14 75
Orange Supreme and County.....					31 00	31 00	31 00	31 00	8 00		2 00	380 00	12 00
Oswego Supreme and County.....		41 00	20 00	18 00	31 00							33 00	589 00
Oswego Supreme and County.....				15 00	10 00	20 00	35 00	45 00	25 00	35 00	18 00	10 00	58 00
Queens County.....	40 00	20 00	5 00		20 00	15 00	400 00		400 00	2 00	1 00		273 00
St. Lawrence Supreme and County.....						8 50	7 00	21 72	7 00	5 00	2 50		418 00
Saratoga Supreme and County.....	18 10												18 10
Steuben Supreme and County.....												14 00	65 72
Total for Supreme and county courts.....	\$1,005 67	\$688 21	\$2,098 75	\$3,711 40	\$807 97	\$1,149 60	\$1,002 78	\$1,423 97	\$2,681 66	\$912 15	\$974 03	\$1,484 97	\$17,941 16
Grand total.....	\$1,621 04	\$1,443 55	\$3,079 87	\$4,445 60	\$1,524 20	\$1,767 26	\$1,615 27	\$2,171 86	\$3,560 25	\$1,652 47	\$2,342 19	\$2,692 09	\$27,815 74

TABLE 7c — MONEY COLLECTED FROM PROBATIONERS FOR SUPPORT OF FAMILIES

COURTS	Oct.	Nov.	Dec.	Jan.	Feb.	Mar.	April	May	June	July	Aug.	Sept.	Total
CITIES													
Andover Recorder's	\$88 00	\$39 00	\$64 00	\$42 70	\$24 50	\$25 80	\$33 00	\$77 00	\$68 00	\$52 25	\$59 00	\$36 84	\$770 00
Auburn Recorder's	711 50	226 01	727 04	684 09	710 41	723 54	452 94	808 66	777 30	862 72	777 13	694 46	8,146 70
Buffalo City	2,940 15	2,627 68	2,443 06	2,568 68	2,068 31	2,152 30	2,223 81	2,246 13	2,646 16	2,222 82	3,596 31	3,396 54	31,053 03
Cortland City	7 20	25 00	30 00	40 50	26 50	78 00	62 00	84 50	71 50	112 00	46 00	77 00	633 92
Elmira Recorder's	87 88	41 50	98 80	99 32	74 35	60 05	55 10	42 00	48 29	44 00	37 50	6 75	24 72
Gloversville Recorder's					27 00	42 00	36 00	12 00	13 00	12 00	12 00	15 00	740 66
Ilwaco City Police			95 01	128 77	157 35	103 35	78 48	89 48	55 50	70 25	71 81	126 30	1,148 00
Kingsford Recorder's	60 88	133 38			8 75	18 25	20 00						
Lackawanna City	130 58	59 42	109 38	83 50	112 25	125 40	94 80	191 80	218 70	163 80	121 40	160 50	1,001 62
Lockport Police								15 80	15 00	24 00	18 00	30 00	102 80
Mount Vernon City	200 75	220 25	176 00	226 50	211 50	271 25	183 35	265 50	215 00	240 00	240 25	196 50	2,726 56
Newburgh Recorder's	358 00	316 00	80 00	172 00	111 63	27 11	57 33	107 40	88 00	131 00	103 00	185 80	661 41
New York City Board of Magistrates, 2d Div'n	10 00	10 00	10 00	10 00	143 00	205 50	340 00	291 50	414 00	363 00	268 00	272 00	3,202 00
Niagara Falls Police	56 00	114 00	129 00	103 75	98 25	166 00	157 25	192 50	95 00	82 00	71 75	30 00	1,206 10
Yatesburg City	612 00	587 00	477 50	498 75	474 00	564 75	446 00	615 25	636 75	635 50	712 00	559 75	6,906 25
Rochester Police	618 00	27 00	30 00	30 00	20 00	30 00	45 00	40 00	60 00	30 00	50 00	65 00	475 00
Rome City	1,423 25	1,306 00	1,132 43	940 60	815 50	1,132 07	918 82	1,107 75	1,356 39	1,256 04	1,186 96	1,045 50	13,660 98
Syracuse Special Sessions	469 45	76 25	59 50	81 00	111 00	87 50	99 00	111 00	53 50	97 00	119 00	128 00	1,089 00
Tioga City	37 45	30 00	40 00										107 00
Watertown City	730 75	671 00	635 68	621 00	669 50	761 50	749 15	900 66	844 05	837 25	865 50	722 74	9,028 77
Yonkers City													
Total for cities	\$7,628 16	\$6,853 07	\$6,456 44	\$6,336 12	\$5,769 80	\$6,994 77	\$6,299 05	\$7,208 62	\$7,711 14	\$7,260 21	\$6,392 11	\$7,838 22	\$64,757 71
TOWNS AND VILLAGES IN —													
Cayuga county	\$15 00	\$23 00	\$30 00	\$30 00		\$29 00	\$20 00	\$47 00	\$24 75	\$28 00	\$27 00	\$15 00	\$288 75
Cortland county	36 00	27 00	37 50	20 50	16 50	29 50	27 00	75 00	77 57	55 13	65 00	86 50	569 20
Dutchess county			15 00	33 00	35 00	22 00	36 00	10 00	13 00	25 00	19 00	19 00	215 00
Lewis county				10 00	29 00	29 00	29 00	29 00	29 00	61 50			180 00
Oneida county	118 00	99 50	140 00	121 00	98 00	119 00	129 50	93 00	55 00	87 50	72 00	99 50	1,262 00
St. Johnsville	\$31 75	\$22 00	\$20 00	\$23 00	\$20 00	\$20 00	\$21 00	\$6 00	\$10 00	\$15 00	\$18 00	\$19 00	\$225 75
VILLAGES													

TABLE 7c—MONEY COLLECTED FROM PROBATIONERS FOR SUPPORT OF FAMILIES — (Concluded)

COURTS	Oct.	Nov.	Dec.	Jan.	Feb.	Mar.	April	May	June	July	Aug.	Sept.	Total
TOWNS													
Cattaraugus county, town of Dayton.....				\$11 00	\$10 00	\$2 00							\$23 00
Chenango county, town of New Berlin.....						14 00	\$31 50	\$35 00	\$25 50	\$39 52	\$26 80		80 92
Delaware county, town of Sidney.....				4 00						27 50	30 00	\$23 00	190 50
Total for towns and villages.....	\$200 75	\$171 50	\$242 50	\$258 50	\$177 50	\$264 50	\$336 00	\$266 00	\$279 42	\$339 15	\$257 80	\$262 00	\$3,055 62
SUPREME AND COUNTY COURTS													
Cayuga Supreme and County.....	\$26 50	\$15 00	\$47 10	\$38 00	\$38 95	\$33 70	\$39 90	\$38 70					\$277 85
Cortland Supreme and County.....								3 00	\$12 00	\$5 00			84 00
Letchworth Supreme and County.....						601 10	599 00	603 00	1,100 00	785 00	749 00		23 00
Delaware Supreme and County.....	654 50	756 50	590 00	522 00	595 00	12 00	16 00	12 00	8 00	16 00	16 00		8,718 35
Lebanon Supreme and County.....	12 00	16 00	16 00	15 00	4 00								159 00
Jefferson Supreme and County.....								25 00	28 00	30 00	28 00		186 00
Monroe County.....	26 00	10 00	41 00	260 00	50 00	39 00	39 00	63 00	44 50	49 00	22 00		665 50
Monroe County, Children's Part.....	21 50	20 50	22 50	23 00	17 02	35 50	82 30	48 50	44 00	59 50	116 50		622 47
New York Supreme and General Sessions.....	86 00	88 00	103 00	91 00	78 00	96 00	96 00	77 00	354 00	106 00	71 00		1,400 00
Niagara Supreme and County.....										16 50	590 50		657 00
Ontario Supreme and County.....				5 00	20 00	20 00	25 00	44 00	51 00	50 00	\$2 60		304 00
Orangetown Supreme and County.....	61 00	45 00	85 00	105 00	81 00		56 50	76 00	83 00	111 60	138 75		967 85
Oswego Supreme and County.....											2 00		2 00
Rensselaer Supreme and County.....	16 00												16 00
St. Lawrence Supreme and County.....	98 00					24 00	101 00	88 00	179 00	179 00			885 00
Saratoga Supreme and County.....	5 00									6 00	70 00		85 00
Schoharie Supreme and County.....						2 00			6 00	6 50	4 50		18 50
Suffolk Supreme and County.....		4 50		1 50	4 00								17 50
Warren Supreme and County.....	15 00	12 00	12 00	15 00	15 00	12 00							81 00
Total for Supreme and county courts.....	\$1,021 50	\$967 50	\$916 60	\$1,075 50	\$902 97	\$965 30	\$1,084 60	\$1,077 20	\$1,920 50	\$1,430 10	\$1,962 25	\$1,851 50	\$15,175 52
Grand total.....	\$3,850 41	\$7,992 07	\$7,615 54	\$7,670 12	\$6,850 27	\$8,224 57	\$7,719 65	\$8,551 82	\$9,911 06	\$9,019 46	\$10,612 16	\$9,971 72	\$102,988 85

TABLE 7d — TOTAL MONEY COLLECTED FROM PROBATIONERS

	Oct.	Nov.	Dec.	Jan.	Feb.	Mar.	April	May	June	July	Aug.	Sept.	Total
Fines.....	\$1,710 98	\$1,198 72	\$1,648 85	\$1,330 05	\$1,368 95	\$1,190 00	\$1,190 60	\$2,470 00	\$1,987 65	\$1,111 35	\$1,442 75	\$2,169 73	\$19,596 53
Restitution and reparations.....	1,631 04	1,443 15	3,070 87	4,445 60	1,534 80	1,767 26	1,615 27	2,171 96	3,580 25	1,682 47	2,342 19	2,592 98	27,515 74
Support of families.....	8,580 41	7,992 07	7,615 54	7,070 12	6,580 27	8,224 57	7,719 65	8,551 82	9,911 06	9,019 46	10,012 16	9,971 72	102,968 86
Total.....	\$12,182 33	\$10,634 34	\$12,364 26	\$13,445 77	\$9,643 51	\$11,181 83	\$10,504 52	\$13,193 66	\$15,338 96	\$11,793 26	\$14,397 10	\$14,733 54	\$149,403 13

TABLE 7e—MONEY PAID DIRECT TO BENEFICIARIES UNDER COURT ORDERS

COURTS	Oct.	Nov.	Dec.	Jan.	Feb.	Mar.	April	May	June	July	August	September	Total
CITIES													
Amsterdam Recorder's	\$53 40	\$44 50				\$119 00	\$81 00	\$31 00	\$32 05	\$48 00	\$49 50	\$27 00	\$615 45
Auburn Recorder's						6,227 53	48 00	48 00	40 00	140 00	56 00	56 00	284 00
Buffalo City	9,884 31	8,319 62	\$7,907 32	\$7,576 95	\$5,935 52	76 00	6,810 25	7,300 67	9,010 08	9,212 52	9,462 60	7,580 68	95,228 05
Canastota City		40 00	40 00			36 00				36 00	48 00		276 00
Gloversville Recorder's									27 29	39 84	17 26	19 75	104 14
Lockawanna City	144 10	96 28	172 95	122 00	209 80	102 00	100 00	119 00	138 00	267 07	340 32	288 00	2,109 52
Mount Vernon City	117 00	104 00	100 00	80 00	108 00	72 00	188 00	180 00	195 00	130 00	208 00	209 00	1,715 44
Newburgh Recorder's						28 69	40 00	47 52	125 00	266 65	306 99	325 09	1,139 94
New York City Board of Magistrates, 1st Division				2,989 40	3,683 00	3,726 70	3,791 84	3,218 50	3,121 60	3,120 50	2,521 85	4,484 00	20,657 39
New York City Board of Magistrates, 2nd Division	18 00	37 00	58 00	63 50	27 00	449 50	34 50	48 00	98 00	89 00	89 00	192 00	1,203 50
New York City Special Sessions, Queens			8 00	12 00						76 50		2 50	20 00
Ogdensburg Recorder's				4 50									79 00
Plattsburgh City							24 50	26 00					4 50
Saratoga Springs City			321 42	342 50	361 50	426 16	504 25	640 75	720 75	840 20	960 50	840 25	5,958 28
Syracuse Special Sessions	44 00	59 50	79 00	95 00	45 00	73 00	68 70	74 00	141 00	63 50	43 00	25 00	810 70
Utica City	100 00	110 00	130 00	150 00	175 00	185 00	190 00	330 00	377 50	440 00	660 00	762 00	3,609 50
Total for cities outside of New York City	\$10 342 81	\$8,773 90	\$8,775 13	\$8,370 95	\$6,910 82	\$7,269 38	\$8,096 70	\$8,846 94	\$10,856 67	\$11,560 28	\$12,096 17	\$10,175 27	\$111,985 02
Total for New York City	\$18 00	\$37 00	\$66 00	\$3,064 90	\$3,710 00	\$4,176 20	\$3,826 34	\$3,266 50	\$3,219 60	\$3,209 50	\$2,610 85	\$4,676 00	\$31,880 89
Total for cities	\$10,360 81	\$8,810 90	\$8,841 13	\$11,435 85	\$10,620 82	\$11,445 58	\$11,923 04	\$12,113 44	\$14,076 27	\$14,769 78	\$14,707 02	\$14,851 27	\$143,865 91
TOWNS AND VILLAGES IN—													
Cayuga county					\$12 00								\$12 00
Corlath county			\$36 00				\$36 00	\$36 00			\$79 05	\$56 00	243 05
Dutchess county	\$16 00	\$16 00	16 00	20 00	16 00				\$15 00	\$9 00	8 00	15 50	131 53
Fulton county		28 33			50 00			12 00					40 33
Lewis county													50 00
Total for towns and villages	\$16 00	\$44 33	\$53 00	\$20 00	\$78 00		\$36 00	\$48 00	\$15 00	\$9 00	\$87 05	\$71 50	\$476 88

SUPREME AND COUNTY COURTS													
Cayuga Supreme and County	\$1,380 71	\$911 75	\$297 00	\$653 17	\$724 32	\$1,028 73	\$976 92	\$1,133 33	\$1,083 85	\$1,024 50	\$1,414 64	\$1,293 02	\$297 00
Fre Supreme and County	20 00	20 00	940 46	20 00									12,553 40
Jefferson Supreme and County	20 00	20 00	20 00			63 50							60 00
Ontonaga Supreme and County													62 50
Queens County				25 00									25 00
Total for Supreme and county courts	\$1,410 71	\$931 75	\$1,237 46	\$678 17	\$724 32	\$1,091 23	\$976 92	\$1,133 33	\$1,083 85	\$1,024 50	\$1,414 64	\$1,293 02	\$12,997 90
Grand total	\$11,787 52	\$9,786 96	\$10,150 59	\$12,134 02	\$11,433 14	\$12,536 81	\$12,845 94	\$13,294 77	\$15,174 12	\$15,803 28	\$16,208 71	\$16,184 79	\$157,340 69

APPENDIX B

STATISTICS OF PROBATION OFFICERS FOR YEAR ENDING SEPTEMBER 30, 1915

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STATISTICS OF PROBATION OFFICERS

COURTS	PROBATION OFFICERS DISCHARGING DUTIES DURING YEAR				PROBATION OFFICERS APPOINTED DURING YEAR		
	Salaries from public funds	Detailed from other branches of public service	Volunteers	Total	To fill new publicly salaried positions	To succeed other publicly salaried officers	As volunteers
CITIES							
Albany Police.....	1	.....	1	2	.....	.....	.....
Amsterdam Recorder's.....	1	.....	.....	1	.....	.....	.....
Auburn Recorder's.....	1	.....	.....	1	.....	.....	.....
Batavia Police.....	.....	.....	1	1	.....	.....	.....
Beacon City.....	.....	.....	1	1	.....	.....	.....
Binghamton City.....	1	.....	.....	1	.....	.....	.....
Buffalo Children's.....	4	1	15	20	.....	.....	.....
Buffalo City.....	9	1	34	44	4	.....	6
Cohoes Recorder's.....	.....	.....	1	1	.....	.....	.....
Corning City.....	.....	.....	1	1	.....	.....	.....
Elmira Recorder's.....	.....	.....	1	1	.....	.....	.....
Gloversville Recorder's.....	.....	.....	1	1	.....	.....	1
Hudson City.....	.....	.....	1	1	.....	.....	1
Ithaca City.....	1	.....	.....	1	1	.....	.....
Janestown Police.....	1	.....	.....	1	.....	.....	.....
Kingston Recorder's.....	1	.....	.....	1	.....	1	.....
Lackawanna City.....	1	.....	.....	1	.....	.....	.....
Mount Vernon City.....	1	.....	.....	1	.....	.....	.....
Newburgh Recorder's.....	1	.....	.....	1	1	.....	.....
New Rochelle City.....	.....	.....	3	3	.....	.....	2
New York City Board of Magistrates, 1st Div'n.....	22	.....	.....	22	1	.....	.....
New York City Board of Magistrates, 2d Div'n.....	22	.....	.....	22	.....	1	.....
New York City Special Sessions, Manhattan.....	11	.....	.....	11	1	.....	.....
New York City Special Sessions, Brooklyn.....	4	.....	.....	4	.....	.....	.....
New York City Special Sessions, Bronx.....	1	.....	.....	1	.....	.....	.....
New York City Children's, New York county.....	19	.....	.....	19	1	1	.....
New York City Children's, Kings county.....	10	.....	.....	10	2	.....	.....
New York City Children's, Queens county.....	4	.....	2	6	1	.....	.....
New York City Children's, Richmond county.....	3	.....	.....	3	.....	.....	.....
New York City Children's, Bronx county.....	4	.....	.....	4	.....	.....	.....
Niagara Falls Police.....	.....	.....	1	1	.....	.....	.....
Norwich Police.....	.....	.....	1	1	.....	.....	.....
Poughkeepsie City.....	1	.....	.....	1	.....	.....	.....
Remondier City.....	.....	.....	1	1	.....	.....	.....
Rochester Police.....	2	.....	.....	2	.....	.....	.....

[illegible]

STATISTICS OF PROBATION OFFICERS — (Concluded)

COURTS	PROBATION OFFICERS DISCHARGING DUTIES DURING YEAR				PROBATION OFFICERS APPOINTED DURING YEAR		
	Salaried from public funds	Detailed from other branches of public service	Volunteers	Total	To fill new publicly salaried positions	To succeed other publicly salaried officers	As volunteers
TOWNS — (Concluded)							
Delaware county, town of Colchester.....	.....	.....	.....	.....	.....	.....	1
Delaware county, town of Sidney.....	.....	.....	1	1	.....	.....	1
Dutchess county, town of Poughkeepsie.....	.....	.....	1	1	.....	.....	1
Essex county, town of Moriah.....	.....	.....	3	3	.....	.....	3
Herkimer county, town of Manheim.....	.....	.....	1	1	.....	.....	1
Jefferson county, town of Alexandria.....	.....	.....	1	1	.....	.....	1
Jefferson county, town of Wilna.....	.....	.....	1	1	.....	.....	1
Nassau county, town of Hempstead.....	.....	.....	1	1	.....	.....	1
Nassau county, town of North Hempstead.....	.....	.....	1	1	.....	.....	1
Nassau county, town of Oyster Bay.....	.....	.....	1	1	.....	.....	1
Niagara county, town of Lewiston.....	.....	.....	1	1	.....	.....	1
Niagara county, town of Niagara.....	.....	.....	1	1	.....	.....	1
Rensselaer county, town of Berlin.....	.....	.....	1	1	.....	.....	1
Saratoga county, town of Milton.....	1	.....	.....	1	.....	.....	1
Schenectady county, town of Glenville.....	.....	.....	1	1	.....	.....	1
Schenectady county, town of Rotterdam.....	.....	.....	1	1	.....	.....	1
Sullivan county, town of Thompson.....	.....	.....	1	1	.....	.....	1
Westchester county, town of Mamaroneck.....	.....	.....	1	1	.....	.....	1
Total for towns.....	1	.....	25	26	.....	.....	18
SUPREME AND COUNTY COURTS							
Albany Supreme and County.....	.....	.....	1	1	.....	.....	.....
Bronx County.....	.....	1	.....	1	.....	.....	.....
Broome Supreme and County.....	.....	.....	.....	.....	.....	.....	.....
Cayuga Supreme and County.....	1	.....	1	2	.....	.....	4
Chautauqua Supreme and County.....	.....	.....	6	6	.....	.....	.....
Chenango Supreme and County.....	.....	.....	1	1	.....	.....	.....
Clinton Supreme and County.....	1	.....	.....	1	.....	.....	.....
Columbia County.....	.....	.....	4	4	.....	.....	3
Cortland Supreme and County.....	.....	.....	.....	.....	.....	.....	.....
Cortland Supreme and County.....	1	.....	.....	1	.....	.....	.....
Delaware Supreme and County.....	.....	.....	1	1	.....	.....	.....
Dutchess Supreme and County.....	.....	.....	1	1	.....	.....	.....
Essex Supreme and County.....	1	.....	.....	1	.....	.....	.....
Essex County.....	1	.....	.....	1	.....	.....	1

[illegible]

APPENDIX C

PROCEEDINGS OF THE FIFTH SERIES OF NEW YORK CITY CON- FERENCES ON PROBATION, HELD ON APRIL TWENTY-SECOND TO MAY SEVENTH, NINETEEN HUNDRED AND FIFTEEN

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INTRODUCTION

The fifth annual series of New York City Conferences on probation was held under the auspices of the State Probation Commission, beginning on April 22, 1915, and concluded on May 7, 1915. Six evening conferences were held in the City Hall. The meetings were well attended by the probation officers from all the courts of the city; also by a number of the judges and other persons interested in probation work. At the first and last sessions, this year for the first time, judges from the higher courts of the city appeared and delivered admirable addresses. Greater co-operation in arranging the meetings was brought about by the selection of a Committee of Arrangements composed of representative probation officers from the main divisions of the courts. This committee met with representatives of the State Probation Commission and agreed upon a program. The addresses presented were extremely practical and the discussion following was very animated and helpful. The addresses and discussions in part follow.

The Commission believes that these meetings are of great value to the probation officers of New York City, affording practically the only opportunity of the year for the officers from all courts to meet and discuss exclusively the problems of their common work. Co-operation and mutual acquaintance are promoted by these meetings as in no other way. Unusual circumstances will make it inadvisable to hold the conferences in 1916, but the Commission intends to resume them in 1917 and will seek the co-operation of the probation officers and the judges in making arrangements therefor.

PROGRAM

THURSDAY, APRIL 22

GENERAL MEETING

Remarks by the Chairman

Paul Fuller, former Dean of Fordham University Law School.

How the Probation Officer May Become a More Effective Aid to the Court

Judge Edward Swann, of the Court of General Sessions.

Unemployment and Its Relation to Crime, Delinquency and Probation

Walter L. Sears, Superintendent, New York City Public Employment Bureau.

General discussion opened by probation officers: Alexander H. Kaminsky, Court of General Sessions; Theodore C. Trieper, Court of Special Sessions, Brooklyn; John J. Shanahan, Court of Special Sessions, Queens.

FRIDAY, APRIL 23

ROUND-TABLE DISCUSSION

Probationary Treatment of Drink, Drug and Other Injurious Habits

Sub-topics:

1. How can we best ascertain what an offender's real habits are?
2. How much do we really know of the habits and characters of our probationers?
3. How can we best keep informed as to our probationers' progress?
4. What causes the habit; how can we get at the causes and remove them?

5. Treatment that has most often succeeded; how can it be adapted to differing individuals?

6. What methods have brought about failures in certain cases?

7. Cases in which the co-operation of family, relatives, friends or other individuals has been secured and has been effective.

8. Cases in which the co-operation of societies and institutions has been secured and has been effective.

9. How much evidence is there of mental abnormality or deficiency?

10. What about liquor or drug cures?

11. When is hospital or institutional treatment necessary?

Leader: Timothy J. Shea, Agent, Brooklyn Society for the Prevention of Cruelty to Children.

Speaker: Dr. Charles F. Stokes, Medical Director of the Board of Inebriety, New York City.

Discussion opened by probation officers: Archibald J. McKinny, Magistrates' Courts, Second Division; George A. Daly, Court of Special Sessions, Bronx; George D. DeGennaro, Court of Special Sessions, Brooklyn; Patrick O'Reilley, Magistrates' Courts, Second Division.

THURSDAY, APRIL 29

ROUND-TABLE DISCUSSION

Boy Problems

Sub-topics:

1. Truancy — the relation of the probation officer to the schools.

2. Employment — methods of securing employment for boys; what employments are suitable; what should be discouraged; what can the probation officer do in the field of vocational guidance?

3. Recreation — beneficial and harmful — the supervision of school children after school and in the evening. What can be done about playing in the streets?

4. What can be done for school boys in the summer vacation?

5. What can be done with boys who steal?

6. The treatment of the sub-normal boy.

7. How can the co-operation of father, mother, other relatives and friends be best obtained?

8. How much do we know of the boy's environment, associates, interests; how much should we know; how can we best help in the choice of these?

Leader: Bernard J. Fagan, Probation-officer-in-charge, Children's Court, Manhattan.

Speaker: Dr. John W. Davis, Director, Bureau of Attendance, New York City.

Discussion opened by probation officers: Joseph S. Medler, Children's Court, Brooklyn; D. F. Ryan, Children's Court, Bronx; Morris Marcus, Children's Court, Manhattan; Patrick Mallon, Children's Court, Brooklyn.

FRIDAY, APRIL 30

ROUND-TABLE DISCUSSION

Work with Women and Girls

Sub-topics:

1. Employment — methods of securing it. What employments are suitable; which should be discouraged?

2. Recreation — beneficial and harmful.

3. The protection of girls on the streets and in public places.

4. Holding parents to their responsibility in improper guardianship cases.

5. Girls who have comfortable and respectable homes who nevertheless go wrong.

6. The treatment of the sub-normal girl.

7. How can the co-operation of father, mother, other relatives and friends be best obtained?

8. How much do we know of the girl's environment, associates and interests; how much should we know; how can we help in the choice of these?

9. Methods which have been found successful in reforming or improving the immoral girl or woman.

Leader: Mrs. Mortimer Menken, President, Sisterhood of the Spanish and Portuguese Synagogue.

Discussion opened by probation officers: Mrs. Julia M. O'Connor, Children's Court, Manhattan; Mrs. E. A. Hardoncourt, Magistrates' Courts, Second Division.

THURSDAY, MAY 6

ROUND-TABLE DISCUSSION

Family Problems

Sub-topics:

1. Methods which have succeeded best in dealing with and influencing the non-supporting husband.
2. Cases which have failed and the reasons.
3. Finding the cause of family disagreement. From whom should information be sought?
4. Reconciliations between husband and wife; when should they be sought; how can they be brought about?
5. How often and when should the probation officer visit the homes of probationers and how may such visits be made of the greatest practical value?
6. How can the probation officer help and advise regarding the management of household affairs; the expenditure of the family income?
7. How can the probation officer aid in making the home more attractive?
8. Under what circumstances and with what precautions should the probation officer seek charitable aid for the family?
9. How can we help parents to exercise their responsibilities toward their children?

Leader: Frank L. Graves, Magistrates' Courts, Second Division.

Speaker: Francis McLean, Secretary, American Association of Societies for the Organization of Charity.

Discussion by probation officers: William J. McElroy, Magistrates' Courts, First Division; Mrs. Sallie A. Heineman, Children's Court, the Bronx; Daniel J. White, Children's Court, Manhattan; Miss Anne V. Roome, Children's Court, Richmond; Lionel Julian, Magistrates' Courts, Second Division.

FRIDAY, MAY 7

GENERAL MEETING

Needs and Hindrances in the Development of Effective Probation Work

Remarks by the Chairman.

Charles L. Chute, Secretary of the State Probation Commission.
Addresses.

Judge Louis D. Gibbs, County Court of Bronx; Arthur W. Towne, Superintendent, Brooklyn Society for the Prevention of Cruelty to Children.

General Discussion.

(The following topics as bearing upon the general topic of the evening have been suggested by various probation officers for discussion. The probation officers are urged to bring up for discussion other matters in relation to their work which may have caused difficulty. A free and helpful discussion is anticipated.)

Suggested Topics:

1. The part taken by the probation officer in the right selection of probation cases.
2. The distribution of cases among officers serving in the same court.
3. Office organization; the centralized plan.
4. The relation of probation officers to volunteer workers.
5. How may the reporting of probationers be made most valuable?
6. The length of probation periods.
7. Treatment of violations of probation. When should a warrant be asked from the court? When should commitment be recommended?
8. Judicial commitments of the feeble-minded.
9. Are any changes in the laws governing probation desirable?
10. Meetings and organizations of probation officers.
11. How can the State Probation Commission be of more assistance to the probation officers in New York City?

PROCEEDINGS OF THE FIFTH SERIES OF NEW YORK CITY CONFERENCES ON PROBATION, HELD IN THE CITY HALL

FIRST SESSION

Thursday Evening, April 22, 1915

MR. CHARLES L. CHUTE, SECRETARY OF THE STATE PROBATION COMMISSION: Our first speaker and the chairman of the evening is Dean Paul Fuller, whom many of you will recognize as an old friend of probation work. I will now turn the meeting over to him.

HON. PAUL FULLER, FORMER DEAN, FORDHAM UNIVERSITY LAW SCHOOL: This new committee on arrangements, to which the Probation Commission has turned over the meeting, did me a great honor by calling me here. I am sensible that this is a recognition of the sympathy I have in this movement and I am well aware I have been able to give it little else. I can find nothing to say except to assure you that probation has already justified itself. In its very infancy it has shown its power for good; it has survived that perilous, seething period of experiment, and it has come to stay. How rapidly it will grow, how efficient it will become, how many it will rescue from the wilderness of wrong-doing into which one false step may plunge them, must depend largely upon the entire cooperation of the probation officer with the judge and of the judge with the probation officer. I have no fear of the latter; sometimes I have a little fear of the former. You have the best assurance of this cooperation and interest in the presence here to-night of Judge Swann, whose long experience on the bench has taught him to temper judgment with mercy without overturning the scales of justice.

HOW THE PROBATION OFFICER MAY BECOME A MORE EFFECTIVE AID TO THE COURT

HON. EDWARD SWANN, JUDGE OF THE COURT OF GENERAL SESSIONS: I will address myself to-night more to probation as it has reference to the adult offender than to probation with reference to the juvenile delinquent. While the methods probably

would dovetail very much one within the other, nevertheless the subject is too vast and important for treatment in one night.

Probation has three branches, or if Caesar were to express it, he would say, all probation is divided into three parts. The first part is the most important, and that is the *preliminary investigation*. The preliminary investigation is for the purpose of making a diagnosis of the case, and therein lies the future success or failure of that particular parole. A physician has to make inquiries, in fact, cross-examine his patient in order to discover and make a diagnosis of the disease. The probationer turned over to you and put in your hands is morally diseased. Very frequently he has committed crime more than once, and has been convicted at least once, but that does not always mean he is a first offender. It seems an opinion prevails among the youth of the city that they are entitled to commit at least one crime and not go to prison. Scarcely a week passes but I receive letters from young men and women who are pleased to call themselves "first offenders," but upon investigation, I find they are not first offenders and that they have been for a series of months, perhaps several years, committing crime, but it is the first time they have been convicted. That does not constitute a first offender in my opinion and I never proceed on that theory. We might permit one who has fallen through sudden temptation to step aside twice, but certainly not a series of times.

When the matter is turned over to the probation officer, the first thing is a preliminary examination. You, as it were, might be styled the physician to the diseased morals of the young man. It is necessary to make a very thorough investigation of his character, past history, and past performances, and if you fail in that regard, then your future work is apt to be a failure. If it is a hit or miss style you apply to the preliminary investigation, you render very little service to the judge. You will remember I have been requested to address this audience with reference to the greater efficiency of the probation officer with reference to the good he may perform for the judge's sake and as an adjunct to that extent of the bench.

I find that some probation officers content themselves, and I am going to speak plainly, by only going to the city prison and asking

the prisoner questions. I could take a rubber stamp and give him his answer. That doesn't aid me at all. I do not expect a convicted prisoner to tell the truth until you have submitted him to a thorough cross-examination, and you have to look up many facts and you are not to stop by taking his word for it. You will find the police officer has made a study of the case and it will surprise you how much he knows about the defendant if you would only ask him. The officer will not volunteer the information, but if interrogated on the subject he will tell you more than you will find from the defendant himself.

I find many probation officers content themselves also with asking the intimate friends of the prisoner. There is just one thing the intimate friend won't tell you and that is anything derogatory to the defendant. The fact is he will tell you white lies and will cover everything up you ought to report to the judge. By such a course you place the judge in a very embarrassing position. I am not going to cite instances, but I have a stack of probation officers' reports and I should like to show those probation officers results of some investigations I have made myself. I have before my mind's eye a very recent case where the report of the probation officer was very flattering to the defendant. That fellow had been convicted three times and served three sentences in State prison. I had a foreboding; I was very suspicious myself in regard to the flattering report, but the report was nothing more or less than what the defendant had said. The report didn't purport to be anything more than that, so you see it is absolutely useless to make a diagnosis of the case with reference only to what the defendant himself tells you. If the defendant is young an excellent method under ordinary circumstances is to get the first name of the mother and father and apply to the Children's Society and see what they will have to say.

Crime is progressive. We must not flatter ourselves by thinking that a person who commits a felony is a first offender. We must not blind ourselves and blink the facts, but we had better look the facts in the face. Even if he is a bad young fellow, there may be some hope, but we want to know the facts, and if he can deceive you in making a good report, you cannot properly aid the court; you have made a false diagnosis and the result of that probation will be a failure.

There is one other matter in regard to the preliminary investigation I want to call to your attention. I am an advocate of a paid probation system. We are served in the Court of General Sessions by volunteer probation officers. They do excellent work. We have no right to expect them to do as much as they do for us. They are not paid; there is no appropriation by the city even to pay their disbursements. The charitable societies pay that, and it seems right to me that the great city of New York ought to appropriate a reasonable amount for the purpose of making these preliminary investigations.

Many persons suggest that even the preliminary investigation ought to be on religious lines, but I do not think that conforms with the best American tradition. It is quite immaterial to me who makes the investigation, provided it is properly done, and I would no more think of suggesting that one of the same faith of the defendant make the preliminary investigation than I would suggest that a jury of the same political faith should try the defendant, or that a policeman of the same faith should arrest the defendant. The investigation should be made by paid officers of the county. The laborer is worthy of his hire, and we want those who are skilled in doing that kind of work to be paid a living wage, and we want them to have proper assistants.

Now, the next function of the probation officer is the supervision of the probationer after the sentence is suspended, and therein, it seems to me, the religious societies come in to perform extremely valuable services. After the investigation is made and after it has been found from a proper diagnosis that it is a proper case for probation and suspended sentence, it seems to me there is nothing that will better guide the young man back to the proper mode of life than religious instruction and training, and I would advocate a statute to provide that in case of parole a defendant should be paroled in the custody of a probation officer of the same religious faith.

When we suspend sentence, it is to send the young man away from court, and it is best if we can send him to proper influences and back to his childhood recollections.

Here we have the second element and function of the probation officer, and with a proper diagnosis, with the previous study of

the character, the previous history and past performances of the individual, the probation officer is in a better condition to follow him up and keep tabs on him, and if possible where he may be slipping, to give him a helping hand. No one would be more ready to commend you for it than I would in any effort you should make, and it is your duty to do so and it is scarcely proper for me to speak of your duty when you are rendering so much without pay. We are burdening the willing horse too much, but nevertheless it seems to be your wish and pleasure to do good, and so far as you seem to derive satisfaction from it I commend you most heartily for the efforts you are making in the reclamation and conservation of the youth of the city.

The third function of the probation officer is very important to me. As a citizen, the second element is equally important, but as a judge the first and third are the most important. The third is the report of dereliction of duty on the part of the probationer. It is very difficult for you to do that, for there isn't a probation officer in the Court of General Sessions that does not have a regiment of probationers under his supposed supervision. How in the world he can adequately supervise so many young men with any hope of success, I cannot understand; it is impossible for you to do it, and we ought to have a paid system of probation officers supplemented by the voluntary worker. That is the ideal method of probation. That does not make us rely entirely upon the volunteer. Those who are devoting their lives to it ought to be paid, and so the societies need feel no uneasiness in regard to it, those societies who have been so generous in their money. I think you will find there isn't a judge in New York city that won't thoroughly agree with you upon this point that we would divide up the probation officers into so many of one faith and so many of another, etc., so each of the religious faiths will be represented. That could be made a condition precedent in applying to the Civil Service Commission for an examination for probation officers. We would specify that as one of the qualifications. We would specify so many of one faith and so many of another, and they would have to comply with these conditions. That is done in other courts and in other parts of the State. It doesn't seem to be subject to any objection whatever, especially to any one who comprehends the duties and functions of the probation officer.

There is now the question of obtaining employment for the probationer. There is a certain glamour in regard to crime. If a young man has committed an offense, sometimes he can get a job quicker than if he had remained honest. It is a sad commentary on how we regard the poor and struggling fellow trying to live a decent life, denying himself and family rather than commit crime, when if he does step aside, he, under present conditions, seems to be able to get a job much quicker than before. The fact is that people come around the court house and sometimes say if I have a fellow who has stepped aside they will "give him a chance." I ask, "Why don't you 'give a chance' to some honest fellow who hasn't committed a crime?" Is it the glamour of crime that makes him ask that I parole some one in order that he may give him a job? I should like to know the psychology of the question.

There is one other element of probation about which I want to speak. We have a system of indeterminate sentence that is not what it's framers intended it to be. It is a figment of the brain merely, something on the statute books. It sounds all right, but it isn't. For instance, yesterday under the law I had to sentence a man to not less than two years nor more than twenty. That sounds severe and probably appalls those who are not accustomed to hearing sentences. That seems the greater part of the man's life, but don't you worry yourself at all about the twenty years part of the sentence. That part is mere words. You can find it upon the record, but that is about the end of it. He will serve two years and come out at the end of the two years. The twenty years part of the sentence has no more effect than if I had closed my mouth after I said two. The law is nullified by a custom of the parole board, which seems to be invariable, at the end of two years he will come out automatically unless he has misbehaved in prison. Under the present conditions, who is going to misbehave in prison? Unless he is not of sound mind he will perform the functions there very well and at the end of the two years will come out. Then he is supposed to be on parole, but is he? I don't think he is. Nominally he is paroled to some organization, we will say the Prison Association. I can tell the Prison Association a great deal more about some of their probationers than they know themselves. The former prisoner is not supposed even to report more than one year of that remaining eighteen, and then

no man knows whither the probationers go. Certainly the parole officer does not know. I do not like to use such an expression, but it is a farce. Simply a farce — the indeterminate sentence, and yet if you speak to any good citizen in regard to it, he would say: "A splendid thing, because it gives opportunity and hope to the prisoner; it makes him know that the period of imprisonment depends upon his own good conduct." If he does anything except offend the warden he will come out in two years. The law should be changed so that the judge who pronounces a sentence of not less than two or more than twenty years shall mean it. We want a statute to mean what it says. If he should come out in two years, all well and good, but I want him to be on parole for the balance of the term that the judge must sentence him for. I want it possible to return him for another period if he steps aside.

Last week I found a probationer rooming with two notorious burglars. They had in the room every conceivable device for blowing safes. My probationer was in that room and was handed over to me by the police, not by the probationer officer. The probation officer did not know where he was, but the police did. The two burglars were arrested in the act of blowing a safe and my probationer was acting as "lookout," but he satisfied himself he took no part in the crime and he was amazed to know he had been guilty of any dereliction whatever because he was to receive only twenty-five dollars for being the "lookout." The safe blowers also were supposed to be on parole from State prison. They had received a long sentence, but had been released after serving a short term, and nothing can be done so far as the unserved remainder of the sentence is concerned. My suggestion is that the law ought to be amended so that instead of allowing offenders to get their absolute release after the expiration of the short term they shall be put on parole for the balance of their time, so that if they are found with safe blowers during the period they may be immediately returned.

The mentality of the average criminal is abnormal. He acts sometimes as if he were dazed; did not appreciate what was done. He should receive a shock. The talking that the probation officer gives often fails to shock him at all. If when he enters State prison he receives such instructions as this, "You are more sinned

against than sinning; you are the product of a defective civilization; society has sinned against you," how much good is that going to do him? A thorough shaking up is what he wants, an arousing of the latent mentality. The moral sense has to be aroused. We must not treat them in that dovelike fashion, because it does not do any good. They should be treated firmly, humanely. Too much cannot be done to improve their moral and physical condition. But what is the result of present methods? Can any one say that crime is decreasing? We were never so hard worked as we are to-day. I never in all my life worked as hard as in March and our calendar is crowding upon us.

Sometimes I must be a little insistent with the probation officer and ask for further reports. I write sometimes to every one of the principal cities in the Union myself. I send photographs of defendants where I think that the probation officer is mistaken. Never fail to co-operate with the detective bureau of police headquarters. They want to co-operate with you; they want to give you all the information possible. My suggestion to them has been to have a sort of "Directory of Crooks." Probationers are not analyzed. The average one borders very near the crook; he is on the border line. We should have a directory of crooks, a "Who's Who in the Underworld."

Remember every time you make an erroneous diagnosis and the judge makes a mistake, we not only do an injustice to the individual probationer, but we do an injustice to probation itself.

UNEMPLOYMENT AND ITS RELATION TO CRIME, DELINQUENCY AND PROBATION

MR. WALTER L. SEARS, SUPERINTENDENT OF THE CITY OF NEW YORK PUBLIC EMPLOYMENT BUREAU: "Unemployment and Its Relation to Crime, Delinquency and Probation," is a particularly appropriate subject for discussion at the present time. Non-employment or idleness is largely responsible for crime. Court records in every large city show us that there is more crime committed during periods of business and industrial depression than during prosperous or even normal times, also that hoodlumism, vagrancy, and the use of drugs, especially cocaine, is on the increase. Idleness begets mischief, and its ultimate result is

crime. When the people are busy in a productive capacity, they have little time to think of crime.

For more than twenty years I have had an opportunity to study the problem of the unemployed at close range. The principal causes of unemployment are:

Strikes or lockouts, lack of work or material, consolidations, repairs, stock-taking, sickness, accidents, unfavorable weather, failures, removals, fire, adoption of labor-saving devices.

There is too much leniency somewhere, either at home or in the school, which results in the disobedient, unruly and disrespectful child. The average parent of to-day does not know how to rear children. Parents expect society and the public authorities to ethically and industrially educate and train the child,—they are too often indifferent as to the future welfare of their offspring. The use of the telephone, gas, electricity, steam-heat, janitor service, laundries, lunch-rooms, restaurants, hotels, delicatessen stores, bake-shops, conveyances and other modern inventions, has lessened the opportunity for the industrial training of the boy and girl at home. Formerly, many duties were performed in the home. At the present time, the boy or girl works for somebody else performing similar duties for pay, and then we complain of the increased cost of living.

Why is it that such a large percentage of the army of tramps and vagrants is recruited from the American born? In my judgment, it is the education, training, environment, and the fault of modern society as a whole that is responsible for this condition. Employers are largely to blame for the number of misfits mainly because they do not exercise care in the selection of their help, and also because they do not have a proper understanding with the newcomer, especially boys and girls, as to their future. As a result, these young people are shifting about from place to place, not remaining anywhere for a great length of time. This would be obviated to a certain extent if an understanding was had between both parties, and especially if the help was selected with a view to its particular fitness for the work to be performed. The employer is too much concerned about the commercial end of the business, and the office often does the hiring, whereas if a com-

petent employment manager did the hiring, the percentage of "turn-over" would be much less, with a corresponding reduction in the operating expenses of the plant. The boy or girl is often put to work knowing little about what his or her future is to be, and after a while they leave, and go through the same experience in the next place. When they reach maturity, they are then too old, or think they are, to commence all over again. This method of handling help by employers or their representatives is largely responsible for the increasing army of misfits; it increases the army of idle men and women from which is recruited the tramps, vagrants and unwilling workers, and promotes crime, delinquency and the number of probation cases.

I believe that it is the duty of organized society, through its representatives, to determine each child's aptitudes and its mental and physical abilities, and then to train him and endeavor to find a suitable place for him. This work is properly a civic function. It can be done, and society would be better off as the result, and the number of misfits would be materially reduced. This policy, judiciously carried out, would lessen the number of delinquents and criminals, and proportionately the amount of work for probation officers.

"Idle land means idle men, and idle men mean poverty, crime and sorrow." Idle men and women drift downward on the stream of life more quickly than working people. Industry increases thrift, morality, love of home, and respect for our laws and civic institutions; while idleness increases the desire to exist with as little effort as possible; subsequently, because of yielding to the temptations to get along without working, a man is brought before the court; first, for some minor offense, and then for a more serious crime. Because of the crowded conditions of our correctional institutions, the police and courts are lenient with first-offense cases. If offenders realize that there is no room for them at the institutions, and the courts will therefore be more lenient with them, we lessen to a certain extent the lawbreakers' respect for our civic institutions. Paroling of prisoners and probation of delinquents and first offenders is often recommended to relieve the community of the expense of caring for the increasing prison population.

Every large city has its share of idle men and women, which may be divided into two classes—temporary and permanent

residents; the former class may be divided into two classes — the tramps, hoboes, vagrants, and professional non-workers, who are simply barnacles on the wheels of progress, and a menace to society; all of this class who are able, should be made to work at the "rock pile" or "farm colony;" the willing worker, who becomes unemployed through no fault of his own, should be assisted to get back to his home town, if possible; the permanent resident, provided he is a worthy employable, should be given every assistance possible. If he is unworthy, the "rock pile" or "farm colony" is the place for him. The unwilling worker is in a sense a parasite. These parasites would soon leave any community if they were confronted with the "rock pile." If he is willing but unable to work, every proper effort should be made to assist him.

Very many of our temporary residents or newcomers, including very many human derelicts and parasites, are attracted to the city as the result of the innumerable inducements, implied or otherwise, held out by our generous public benefactors to accept our hospitality. It must be admitted by every one who has made any study of the question of "relief work," that it is better to have a thorough investigation made of each case for relief, so that only worthy applicants may be assisted, than to have no expert investigation and its result — indiscriminate alms giving. During the past winter, there has been too much indiscriminate alms giving, with the result that we have an army of at least 100,000 unemployed, recruited from all over the country, who must live by some manner or means. These people must live somehow. If they cannot get it honestly, they get it dishonestly, and the producer must bear the expense. The sentiment that "it is better to give alms indiscriminately to ninety-nine unworthy people, than that one worthy applicant should starve," may possess merit, but it seems to me that we should provide ample safeguards around every form of charity, whether public or private, and be exceedingly careful not to do anything which will tend to increase the number of dependents upon society for support.

Every employable, who is willing to work, but who cannot find employment, or who is willing but unable to work, is entitled to every assistance possible from the regularly organized, permanent institutions. The homeless man and woman should be provided for

by organized society. I am strongly in favor of the "farm colony" for the fellow who can, but won't work. He should be placed upon the land where he would be producing something, which would not pauperize or bring him into competition with free labor.

My theory is that a very large percentage of the willing employable unemployed could be placed on the land. We can compel those who are able, but won't work, to go on the land. Many others would go if they were only properly advised by the government and given a little encouragement. Obviously, many people refuse to be exploited by land speculators and promoters, or to have their misfortunes capitalized by mercenaries. There are enough people who would gladly go on the land if given an opportunity, and this would relieve, to a considerable extent, the congested conditions in our larger cities.

"Idle land means idle men, and idle men mean poverty, sorrow and crime." On every hand we hear of schemes for the amelioration of the condition of the unemployed, and while a return to the land is not a new idea by any manner of means, it has not as yet received that serious consideration it deserves from those entrusted with the duty of solving "the problem of unemployment." Every dollar of money expended upon the land would more than repay for the cost of labor, because it would increase in value as the result of tillage and development, and no one could be pauperized by this method.

We should endeavor to adopt some constructive program by which to remedy the conditions of which we complain. You cannot do it all, nor can any one individual or organization. We should make an attempt at least to impress upon society the imperative necessity of doing those things which to our mind will result in the making of the better man, and a respect for our laws and civic institutions.

GENERAL DISCUSSION

MR. ALEXANDER H. KAMINSKY, PROBATION OFFICER, COURT OF GENERAL SESSIONS: When the judge in the Supreme Court or Court of General Sessions suspends sentence upon a prisoner he says to him, "I want you to lead a decent, honest and upright life and the probation officer will take care of you." When the State Board of Parole sits at Sing Sing and has before it the various

men who apply for parole, they say to the prisoner going out, "Go out and sin no more and make good." It sometimes occurs to me that as representatives of society they say this not only for the sake of the prisoner, but because they justly feel that if the prisoner makes good there is much less danger to the rest of society. If that is the case, let us see whether it is not our duty to try to find employment for the fellow that has sinned and give him a start. If it is true that conduct is nine-tenths of life, and if it is true that industry is nine-tenths of conduct, how can you expect a discharged prisoner to conduct himself properly if you deny him the opportunity of being industrious. I believe it is a matter of self-protection as well as only fair and just to give these discharged men an opportunity to make good.

I realize in studying this problem there are generally two problems to be considered, the problem of the discharged prisoner who is but a boy and the older man. If you deal with the man of forty or fifty, it is a question not so much of the kind of job, but of the job where he can get the most money, because he has his responsibilities, he has his family to support and look after beside himself. But when you come to deal with the boy it isn't a question of how much the boy will get, but the opportunity offered for the boy to develop himself.

Having determined upon this fact, that the problems are entirely different, we have set to work in our society and have succeeded in putting through an appropriation for a special man whose work will be mostly with the boys and whose effort in the work will be to put the round club into the round hole, getting a suitable job for the boy, a job where he will be interested, where he will be given an opportunity to use his mind. Just as soon as you get a boy, who is fitted to do a different kind of work, carrying bundles, he will do what many boys do, leave his work and walk off. There isn't any use in doing that sort of thing. You will be spoiling the employers and employees.

The first thing we want our man to do is to study the boy, and once he has made up his mind as to what kind of boy he has, then it is his problem to find a job that will fit. If you can do that, 50 per cent. of your trouble will be solved. Once you get a boy the job which he likes, it is pretty plain sailing, you can give him

all the advice and all the companionship you want, but if he hasn't the right kind of a job he will come back on you just as sure as anything. That is why I feel it is too heavy a task if you put a boy on probation without giving him a fair opportunity of getting a decent job.

MR. THEODORE C. TRIEPER, PROBATION OFFICER, COURT OF SPECIAL SESSIONS, BROOKLYN: I would like to talk about three classes of my probationers. I find that the foreign-born probationer usually gets work the quickest. The next is the probationer born of foreign parentage, and the laziest of the lot is the son of the native parent. I find that the boys we get on probation usually suffer more or less from a fatigue. A book that coincides with my experience is the book by Josephine Goldmark on "Fatigue and Efficiency," a most valuable book that every probation officer should read and be familiar with.

With the probationers I have had, as a rule, the boy wants a certain kind of work; he prefers outdoor work; he wants a certain salary. I tell these boys, "Now, you get any kind of a job that you can, but you get to working." Many of these boys ask for a reference. They have no references; they have had short positions. We find that many of the cases we investigate have been out of employment from two weeks to six months. I say to the listless fellows, "You look here; if you rely on me to get you a position you may get left." I make them get the job themselves.

About two years ago I had a bright Jewish boy on probation who was born in Russia. He was placed on probation for stealing from his employer. He worked in a bakery. A week after, I saw him and he told me he had a job in the Bronx. He came again two weeks after that and told me he had had two other jobs since then. I asked him, "How did you do that; how did you manage to get these jobs?" "I get up at four o'clock; I ride down to the Staats-Zeitung building; I get one of the first issues and pick out the job I like and then I get there by five or half-past five."

You will find that your experience has been the same as mine, that the foreign-born probationer is the one who will take any kind of a job. I have had a boy on probation for three months and after a month of idleness his father put him out. The boy

reported to me. I found him disheveled and unkempt and I procured a home for him in Brooklyn. He stayed there a week and a half and was put out because he disturbed the quiet of the place. He came to me and I got his father to take him back. Then after a week he secured a position earning three dollars a week. He came and said, "I think my job is going to terminate at the end of the week; they are not giving me enough to do in the place." I said, "William, if you give up that job, I am afraid we will have to return you to the judge and get you a position where you get no pay."

I find that the great difficulty of these boys is their fatigue, a condition which is caused oftentimes by the use of cigarettes, by over-indulgence in sexual matters, also by congestion, home-crowding, poor food and such things. I find anybody that wants a job and is not too anxious as to the price and labor they are to perform can easily get it.

MR. JOHN J. SHANAHAN, PROBATION OFFICER, CHILDREN'S COURT: It has been my experience in investigating cases in the juvenile court that over 50 per cent. of the boys between fourteen and sixteen years of age have not worked within three months of the time before being brought to court. They have working papers and they seem to think that these working papers give them a license to loaf, and that they are immune to arrest by the truant officer. The Board of Education should make some rule that would compel a boy to have a job to go to before granting these papers, and the papers should be granted conditional to his holding that position.

A great many boys, of course, secure work as soon as they are given working papers, but they either lose the job or give it up. After three months of loafing and hanging around pool rooms and corners, they arrive at the Children's Court. This is a question for the school authorities to take up.

MISS OLIVE M. JONES, PRINCIPAL, PROBATIONARY SCHOOL: The suggestion is a very pertinent one indeed and one which we have been trying to put into effect for at least five years. When I

first went into the probationary work for the Board of Education,—that probation work being of a preventive character and intended to keep children from coming into court,—about the first thing that came to my attention was the question of the boy who goes out with working papers, and I have been all of five years trying to get the necessary legislation. In the first place, we have a rule standing on the books which says a boy must not leave school until he has a job. We cannot enforce that law because we are met with the question, “How can a boy find a job if going to school? He cannot attend school at the very hours that he must be finding a job.” In the second place, no law is of any use unless some one enforces it, and I do not know of any one who will enforce that law for us. The attendance officers cannot do it. They have all they can do now without taking care of these cases who are no longer the wards of the Board of Education, neither will the police enforce it. I have had many bitter personal experiences in that respect. I have tried to get policemen to arrest those boys and have been met with an absolute refusal on the part of the police unless I could present what would be legal evidence that the boy had committed some crime; that the mere fact that the boy had an employment certificate and was not working was not a crime.

To-morrow there will come up for trial, probably in General Sessions, a boy who became sixteen years of age last Tuesday. He produced his evidence of age on Wednesday and demanded permission to leave school; he was no longer of school age. On Saturday he gathered together a group of four boys in my school and carried them out with him and robbed a candy store of \$500 worth of supplies. Those supplies were received by a small candy shop that instigated the whole crime. No one can help me handle those cases at all, because of this very matter brought up now, and I know that we in the schools would be agreeable indeed for any suggestion or co-operation in getting through an effective law and effective means of enforcing it.

THE CHAIRMAN: Why cannot the Board give a child sufficient holiday to find his place? It seems to me the Board of Education could hold back those papers, have a sort of indeterminate release.

Miss Jones: I find that is an impossibility because the employer will not even consider the boy's application unless he has that working certificate to present as a certificate of the right to go to work. We had a suggestion which we still hope to be able to put into effect, and that is that upon leaving the employment the employer will then mail the employment certificate back to the school that the boy left when he went to work. Of course, that puts the responsibility up to the employer, and whether employers would co-operate with us, we cannot say.

SECOND SESSION

Friday Evening, April 23, 1915

PROBATIONARY TREATMENT OF DRINK, DRUG AND OTHER INJURIOUS HABITS

MR. CHARLES L. CHUTE, SECRETARY, STATE PROBATION COMMISSION: I think all of us here last night felt we would have liked to have had more time for discussion, to get back at the speakers of the evening. The hour, however, was late and it seemed best to postpone the discussion until this evening and the other evenings that follow, when we will have plenty of time for discussion. In fact, we will give up these meetings almost entirely to discussion. We want to have you all speak on this important topic of the evening. We will begin without further introduction, and I will call on Dr. Charles F. Stokes, Medical Director of the Board of Inebriety, to tell you about his work and his experiences in the New York City Farm for Inebriates.

DR. CHARLES F. STOKES: I am very glad to have this opportunity to lay before you what I believe to be an absolutely new, original conception of the whole problem of drug addiction and alcoholic abuse. The literature on this subject is vague, unsatisfactory, unscientific, the treatment impractical, and the results attained are not understood oftentimes by those who employ the treatment.

To begin with, let us consider the human frame from a psychological point of view. As far as I can, I am going to refrain from indulging in anything in the way of technical description. The mind, the brain, is susceptible of all sorts of impressions. What we do with those impressions oftentimes depends on the activities of certain glands which until recently were very little understood. For example, the overwhelming and dominating emotion in all the animal kingdom, man and the animal, is fear. Fear supersedes everything else. Music may be going on in a theatre, yet at the cry of fire everything else vanishes; the animal impulse is to flee. In order that we may successfully flee and thus carry out the impulse or instinct of self-preservation, the heart action is

increased, and the brain action is stimulated. The muscles, in response to the brain messages, are called into activity. Now, the extent of that activity is determined by the secretions of three glands, one of which is the thyroid gland which you see enlarged in the neck in cases of goitre.

In the case of animals, for instance, the cat or rat, if you attempt to kill or destroy the cat or rat by aggression and strike them they will flee. It isn't as a result of thought; it is involuntary; it is hereditary; it is the result of the impress of generations, of centuries in this type of animal. The moment that animal flees, the rat toward a hole, the cat up a tree or elsewhere, they have secured safety, but suppose the cat or the rat are cornered. They realize that there is no avenue of escape. The glands that stimulate the heart and brain, that stimulate the muscles to activity, stimulate that cat and rat to turn and fight. In other words, in that lies their safety. Fight. They have forgotten all about flight.

Now, in the matter of cases of drug addiction, in cases of alcoholic abuse, we find men confronted with all sorts of difficulties in every-day life; there is no outlook for them in the way of promotion; there are certain deterrents; they are not given a security by their employers. They become fagged out through insanitary conditions; they worry; they fret; they fume; they seek flight, but their flight is in turning to drugs, in turning to alcohol, in turning to some one or other of the so-called narcotics. They attempt and believe that they do attain a measure of safety. At any rate, there is oblivion from their anxiety and worry, from all the conditions that are depressing and discouraging, but that short-cut is short-lived. By taking these drugs, the morphine or cocaine or alcohol, they blunt the impulse that comes to the brain normally to pour out these juices of the glands to stimulate an impulse to fight.

I don't know whether I made it clear or not, but that is my conception of the beginning of alcoholic addiction. Heredity may play a large part. Some authorities say 70 per cent of the addicts are addicts by reason of heredity. I do not mean that the child is born a drunkard, but the child is born with a kind of temperament that is restless and disturbed; it has longings, appetites, tastes

unsatisfied and unsatisfiable, until it comes to the age when it attains a measure of freedom and begins to reach out for something, it doesn't exactly know what. Along comes the heroin addict looking for a new pal. The child, the adolescent meet him; it has its first dose; it is initiated, joins the ranks, and so it is with alcohol.

The youth at college cut loose from home restraint with these longings; there is some disturbance of balance in the secretions of these ductless glands. One stimulates brain activity. This thyroid gland in the neck is the monitor, the pacemaker; it holds in check these mental activities. If it were not for this monitor we would run wild through the stimulation of the other gland. On the other hand, if the brain, for instance, is lulled and dulled as it is by morphine, the stimulus that should go through the nerves of this gland is absent. We get none of that brain nutriment and muscular nutriment. Take away the drug and the man has collapsed physically and depleted mentally; he is a wreck. Without this stimulation or food that these glands produce, he cannot cerebrated originally. He lies; steals; he becomes a criminal and sometimes I feel we hardly should blame him for it. I see them absolutely depleted; I see them collectively; I see them individually. I tell them individually and collectively that I look upon them absolutely as beasts as they come to us. They are simply human machines; they have a so-called brain; they have a heart which pumps blood through the vessels and nutrifies them in some cases fairly well. I tell them I take very little stock in what they say to me at the start. I ask very few questions, but I hold them strictly to account afterward.

The other day I dismissed a man for falsehood. To be sure there was an added offense of leaving the grounds, which are wide open, without permission. That made its impression upon the others. That dismissal doesn't mean a comfortable seat to New York, but walking for sixty-five miles. I did that for a specific purpose. This man falsified in seeking a position. I permit none to approach me with details. If anything goes wrong, and I am happy to say practically nothing of any account has gone wrong, it has to be presented in a straightforward, open way. There are no spies. We had one case of smuggling of liquor and I found out

afterward that man had spent eighteen years in prison. He had been a drug addict and was a pretty worthless specimen to us there, at any rate.

I look upon the drug addicts and the alcoholic as the cat or the rat in the corner. They have sought safety in flight to their alcohol or morphine or heroin or cocaine. They are down and out and cornered. They realize there is no safety in that kind of flight, but they haven't the brain power, the will power to turn and fight back. By building them up physically, by building them up nervously, by stimulating their will power, by stimulating their self-respect, by self-denial, I tell each and every one individually and collectively, because we have an individual conscience and a crowd conscience. The individual conscience is the conscience that would prompt you to say what we think in the presence of others, of some individual. The crowd conscience holds it back. We are afraid of public opinion. So, as I say, I take them alone and collectively. These people are the cat and the rat in the corner. They are taught to fight back; they know what their enemy is, it is alcohol, it is cocaine or heroin or morphine. We talk about it freely there. All the distress I feel that has come to them; all the suffering and sorrow, poverty, sickness and distress that has come to their families, is pointed out clearly to them, so I stimulate them to fight their enemy. The probation officer dealing with these cases might follow that line of work or that mode of attack of this situation.

I build the men up physically, temperamentally and mentally and give them this conception of their duty toward alcohol and their former addiction so as to look upon it with abhorrence, to grapple with it and throttle it. I doubt very much if you can get that sort of aggression, that sort of spirit and the self-respect that comes with it by soft words, a pat on the back, condoning an offense and that line or that attitude toward these people. I should say that the probation officer should himself be above reproach. He should have tact, in that he should put himself, if possible, on the plane that these men are on and then look back and be guided by his higher conceptions in dealing with the individual before him.

The alcoholic has his brain stimulated to activity apparently. It is not a stimulation. The brakes are cut loose; he has all the

dangerous sensations without the deterrent — worry, pain, anxiety, remorse or depression. At the moment of his indulgence things look rosy and after a while there is a confusion of ideas, loss of co-ordination. We see the intoxicated man in the street; he staggers and he makes grotesque motions. Oddly enough, he can maintain his equilibrium fairly well. Oftentimes, in the presence of the crowd he excites laughter; we watch him and laugh at him. Why? Because we are so used to him. He has been with us so many centuries; he is no novelty.

Now, can we logically in a treatment covering seven days, a week, two weeks or a month, expect results in cases of drug addiction or alcoholic intoxication which are chronic? The results that have come from the catch-penny cures or the much-advertised methods of cure are psychic. I mean, the man has had the horrors of the situation so impressed upon him that he seeks safety in flight. How can you expect a man who has been depleted, who has been poisoned for years by a drug or by alcohol, after a few days' treatment to cerebrated logically? How can he develop will power; how can he display judgment? He is all at sea. The man who would kill; the man who would be one of our aggressive criminals under cocaine or alcohol becomes a deflated coward when his drug or alcohol is taken away from him.

At Warwick, we aim first to build up the physical side; next we build up the mental, the nervous side. We aim to have self denial practiced. The men work and it is a curious thing they like to be governed, to be driven in a way and with precision. I was surgeon-general of the navy for four years and took up this work because I saw in it what I thought to be a big field. The psychic factor of having been surgeon-general has its impress on them. They think they are being governed in a military way. I told one the other day when our camp colony was established we were going to organize that camp precisely as we do our military camps in point of view of sanitation and all the rest, and I want you to be one of our watchmen; you will be responsible for the discipline and order, the cleanliness and all that sort of thing. At once he said, "I do not know anything about the military side of it; I cannot stand up straight." The other day one came in and called me "Admiral." That had been my rank. I told him this was not

a military establishment. "Well," he said, "we all take some pride in having you here and when the order is given you will see we will carry it out as far as we can with military precision." And that is so. Some of them were a little late at meals. There are no rules and regulations posted; I had one of the leaders read out that each man was to be there at 7, 12 and 5. There were no threats; they knew very well if they were not there there would be no meal for them and they are all there and on time and no trouble about it.

So we aim to have precision, have things run in an orderly way. As far as discipline goes, they discipline themselves. The first case that occurred, an offense, I asked them to elect what I called a board of reference. They picked out three of their own men, the most reliable ones there on this board. I then brought the man before them and I preferred the charges and turned him over to them. They held open court, the charges were read to him, the witnesses were called to testify to what they had seen in this man's offense. He was asked what he had to say. He was convicted and they recommended a sentence. This document was drawn up and I approved it. They took it back and held their own meeting and the sentence was read out and the man disciplined. First he thought the sentence was excessive. I told him it was the judgment of his pals and he would have to abide by it, and he became one of our most loyal industrials.

I take them into my confidence; I asked them what they would like to be called. There were three or four names. I asked them, will you be called "inmates," "patients," "industrials," or what? They themselves selected the name, "industrial," and that was the one I would have selected. There is a suggestion of work; there is some dignity. They bring back to the city all the city gives them in the way of work. It isn't the individual being helped alone, but the dependent families.

I have seen a man within twenty-four hours become so optimistic that his whole attitude toward the establishment, toward his cure, has changed. There was a man addicted to morphine for twenty years; he had delirium tremens two or three times and he was sent as practically a hopeless case. I saw him at the start. Things went well for six or eight weeks and then he came to me and said,

"I would like to leave at once." He hadn't slept more than two hours any night and wanted to go to see his family sober and clear of drugs. He hadn't been able to see them that way in twenty years. I wouldn't let him go. I spent an hour or two with him in pointing out the dangers of going and his condition, remonstrating with him for not having come to me before. He finally consented to stay. I gave him a few simple things, nothing to make him sleep, and in twenty-four hours he brightened up, and in four or five days he had gained as many pounds and he lived, as far as I could judge, in perfect health. We re-established his attitude toward the past, as it should be, and the result was amazing. That man had regained his character, self-respect and was ready for a fight. He was the cat in the corner winning out against the aggressor.

I teach them that they mustn't look for immediate relief in drugs, but to realize what health is. There are people who have normal health but are looking around for something to make them feel a little better than the normal. The moment you soar above the normal line you are bound to drop below, so I point out what the normal is, what health is, show them that they can be absolutely independent of any drug to be keyed up with, and that they can get on practically without drugs.

GENERAL DISCUSSION

MR. ARCHIBALD J. MCKINNY, CHIEF PROBATION OFFICER, SECOND DIVISION MAGISTRATES' COURTS, BROOKLYN: This question of alcoholism and drugs is an important one. I want to say we are happy in Brooklyn to report that the number of dope fiends is lessening. I think this year we haven't had more than five on probation; the commitment of these victims to the hospitals is a great help to probation officers. Last year, before this bill went into effect we had great difficulty with those men, because we couldn't do anything with them. We did commit some by consent to the Kings County Hospital and the general record there was that they would stay three days, not long enough to produce good results. I do not think, as a matter of fact, that this habit of taking heroin or cocaine is done for the sake of doing the thing, of getting the habit. I think it is done largely by young people for the novelty;

it's sporty, and they think they are in the crowd if they take the dope. That has been the report to me by most of my probation officers. They take it for that so-called "tired" feeling.

We had a rather interesting case in Brooklyn of a bartender. He worked nights and instead of taking his proper rest during the day he went out for pleasure and when he came back to the shop naturally he was not in condition to go to work. One of the patrons of the saloon noticed his condition and suggested cocaine, and then he found he couldn't sleep and then the same patron suggested heroin. That man became a positive fiend. I had him under my care personally. It was before the law went into effect allowing them to go to hospitals. I think he was willing to rid himself of the habit and had gone to 26th street and engaged there for the cure. They gave him a bottle of stuff to take and when he came to my notice he had just about one dose left. I took him to the Health Department and they said it was nothing but morphine, and I thought it was a fine chance to catch these schemers in New York. The doctor gave him a drug for that night and he was coming back to my office the next day and was going to buy this stuff and I was going to take it to the district attorney's office, but he never showed up. That is the trouble with most of those people; they are not so willing when they get over the effects of the drug.

There is a difference between the dope fiend and the man who drinks. The man who drinks is a man that likes company. When he starts to drink alone, look out.

The dope fiend will go and take the dope by himself, but the man who drinks wants company.

The records in Brooklyn prove that drink is on the decrease. I won't say drinking beer, but in ten years the number of arrests for intoxication has decreased 50 per cent. in the Second Division. I don't really know what that means except that they either have learned to drink scientifically or else there is something else winning them away. Some people believe that the moving pictures have helped that very much. The man will now take his family and go to the moving picture show where hitherto he would go to the saloon.

I hope we will be permitted to take advantage of Dr. Stokes' institution. It is a most discouraging thing for the probation office to have these so-called drug addicts coming and going all the time,

going to the workhouse for ten days and coming out with the same result all over again. There is no cure until we get these people with Dr. Stokes.

MR. GEORGE A. DALY, PROBATION OFFICER, COURT OF SPECIAL SESSIONS: I will speak from my experience with certain types in the Bronx Special Sessions Court. Getting right down to the point of the advisability of placing dope fiends on probation I would say in general I have found it to be unsuccessful. I had 250 cases given to me for investigation last year in the Bronx Special Sessions Court and of that 250 cases 120 were heroin addicts. Most of you must know the drug pest was very thriving in the Bronx last year and had been up until about two or three months ago when it was pretty well driven out.

I had under investigation the "King of the Cokies" in the Bronx. They are very often called the "King of the Cokies." But this particular individual I have in mind was a young man who had promised the District Attorney everything under the sun if he be given a chance. He was given the chance and I hoped to bring him back. Three months afterwards I brought him in for violation of probation and during the whole time he was on probation he was using the stuff. So much so that in order to have given him the proper supervision I would have had to sit down in front of his house with a gun and put a lariat around his neck, if I wanted to follow out the plans I started with in the beginning. I had to give that up as a bad job and let it work out until the probation was up. I brought him back and reported and he was sent to the penitentiary for six months. He was out for one month when his sister told me he was selling the stuff. He was beginning to look bad again. I promptly went to the detective bureau and gave them the information that he was starting to sell again and in three weeks they got him and found he had been selling as much as twenty-five dollars' worth of the stuff each week and he himself had been using it at the rate of three and four decks a day. He was brought in and sent to the penitentiary again. There was a report around that he died from the effects of heroin, but he is still alive.

I will speak of another case of a boy who just started the habit. He had been using the drug for one month before he was arrested. The co-operation of the mother, father, and aunt and doctor was

secured and by keeping constant watch over him I succeeded in bringing him around. That took six months.

I had another case where the boy had been using the drug six months. I secured the co-operation of the parents and doctor and another relative and we succeeded in fixing that boy up, but one month after they suspended sentence he came back for the same thing and he was in a worse condition than the first time he was in court.

I had a number of other cases worse than the boy I speak of and yet not quite as bad as the "King of the Cokies." After trying to do everything possible, trying to get treatment from doctors and having them report to me more than once a week, I found out in the end they had to be brought back for violation, so I came to the conclusion that, generally speaking, it was almost useless to place those boys on probation.

A doctor was sent to take charge of the work in the county jail. I asked that the defendant be remanded for two weeks or a week to the county jail so that the doctor could give treatment. That two weeks showed a great change and I had conferences with the doctor and he said he was able to do something with these boys, but he felt it required at least six months' treatment to get them well on their feet. When I asked that they be committed for two or three months, it was done and the doctor put them on their feet.

Of the three I have in mind, two went out and did not return; one went back and became a seller and he was found with thirty-eight decks in his pocket and some bottles were found underneath the stoop of his house, so he was a reformed user turned to a seller.

I have had but little experience in handling the cases where drink was the cause of delinquency, but I have tried to get a proper estimate of the situation in the beginning. I look upon the case investigated as a prospective case for me and I have felt it was my duty to find out and help the court to decide whether or not there were elements in that individual's life and in the future that might stamp him as a good risk on probation. I try to get those facts so as to present to the court. I believe in getting the proper estimate of the situation in the beginning to find whether or not the cause can be removed. If it can, I think you stand a good chance of being successful in your treatment. If you cannot

remove that cause, I think it is almost hopeless to ask that that particular individual be placed on probation. I say these things from my experience and that is the conclusion I have reached. If you can remove the cause you can hope for a cure.

I found in cases where they were committed to the care of the institution such as the county jail and then turned out on probation, we did something with them, but then, even, my star performer was arrested last night for having heroin in his possession again, although he had been sent to the hospital, and treated a good while on probation. He reported regularly every night, and came in apparently not under the effects of the drug and in good health, plenty of color and weight, and was there with his nerve and with a good story and good account of himself, but last night he failed to show up and I learned that he was arrested. The officer making the arrest said he didn't know whether he had three or four decks in his possession. There was my star performer disappointing me. You do not know when you are going to win out. Really these "coke" fiends are not cured until they are dead, because if they go back to it, they are never cured. I do not wish to stand in direct opposition to Dr. Stokes, but I feel if these fellows ever go back then they never were cured, provided, of course, we stick to the full and complete definition of being cured.

DR. STOKES: I have asked for permission to talk about one or two remarks made by the previous speaker. How do you expect to get a permanent cure for residents in the workhouse? In what more absurd situation could you place a helpless, hopeless addict? A man who said he had been eighteen years in prison told me there was never a day while in prison he couldn't get all the morphine he wanted. What do the probation officers do for these people; what is your line of work; what is your attitude? Do you help them to build character; do you give them anything to cling to; do you point out to them a clear conception of what has gone before? If so, how can you expect them to grasp it when their minds are befuddled and have no initiative? You know and I know they are cunning and deceitful. You have heard me say I wouldn't trust one of them. How can you expect results? Suppose a man slipped up; you are not going to condemn him. We

should get together and hammer it out of him or hammer him and get him to grasp that attitude and then you will get results, but what does coddling him and seeing him every night and every day, amount to? He is simply trying to please you. Of course, he will fail. I think every court, I think it would pay (we have to put things on a sordid basis) to have a medical officer in every court to determine the man's mental attitude when he commences an offense to determine whether he is appreciative of the enormity of his crime. We see people railroaded to prison who are befuddled mentally. What good is that going to do? Suppose the drug addict or drunkard comes there. The medical officer to the court explains to the judge what this man's condition was when he committed the alleged offense; put these facts before the judge and he would gladly turn that man over to the probation officer and perhaps that awakening would produce the psychic effect that I said was so helpful. In some of these quack cures, it is the psychic impress he has received.

MR. DALY: Regarding the matter of sending the individual to the workhouse, they are sent there without any suggestion on our part and we only hope that while there they will not get the stuff. If they get it it isn't up to the probation officer. I know they come out worse than when they go in; only last week a fellow told me "I get more in the workhouse than when I am out." Of course, many things should be done which the probation officers are not able to do. We cannot do all we want to do with these individuals on probation. We should send them to some place where we hope they will get it out of them. They get mere temporary relief and then they come to us hoping they are all right. Certainly I shouldn't expect too much and I don't think any of us do, but we must accept that situation and if they are turned over to us from the hospital we take them and try to do what we can with the means at our command. I am sorry to say they are very very difficult. We would be very glad to take these fellows and lift them up, but I have found in experimenting that if I want to get one right, I might just as well give up all the others. One man will need my constant care and attention. If we could get them away from the old environment where they are continually under that influence

it would be most helpful. When with us, they are under the influence of the probation officer a short while and then the rest of the time they are under the influence of these other people. I do not think probation, as carried on now, is suitable for these offenders; it is not the best means for handling the heroin fiends. I think there ought to be some place like your institution where they can be constantly under your guidance

SECRETARY CHUTE: I would like to ask Dr. Stokes a question. Do you think there are any cases of drug users or alcoholics that can be benefited under probation? If so, what kind of treatment should be used?

DR. STOKES: Those cases possibly that have been selected by a good medical officer where the man has no clear cut knowledge of the crime committed. The field for satisfactory work in line with the splendid work you are doing is after we get through with them. Let the man who is cleared up mentally and physically come to the city and be placed under the observation and good influence of the probation officer; let him be given employment; let him be treated with respect, because if he does cast aside one of these habits he is worthy of the respect of all of us. That is the field of work of enormous importance for probation officers.

MR. FREDERICK C. HELBING, CHIEF PAROLE OFFICER, HOUSE OF REFUGE: Dr. Stokes, do you believe a man taking the Bishop Cure and Brennan Cure for two or three weeks is finally able to come out and battle against the use of the drug again or should he have institutional care?

DR. STOKES: It seems to me illogical; it doesn't seem sensible, although they do get results, but in my opinion it is from the impress they receive; they have been so terrified at what they have gone through; sometimes their pocketbooks are touched and if you touch a man's pocketbook you get a response.

I believe these men are not physically fit to go out into the world and these things I have been telling you are not visionary. They have been demonstrated in connection with this work in the laboratory. The brain of the alcoholic who dies of delirium tremens, is

compared with the brain of the man electrocuted. You can see a difference in the composition. The brain is largely disorganized. How can you get a normal response from a brain that is not together, that has nothing to get the will to what is right, the force to carry it to finality. You cannot get that from a jelly inside the skull. It has got to be built up to get permanent results. Of course, there may be slip-ups and setbacks. Many cases come from intestinal intoxication; some from bad teeth and bad teeth setting up infection and putrefactive gases in the intestines. Those cases have to be treated over some period of time.

MR. DANIEL J. WHITE, PROBATION OFFICER, CHILDREN'S COURT: Is it the intention of the institution to use any after-care officers in the field instead of the probation officers? Is it the intention of the Board of Inebriety to have field officers?

DR. STOKES: The plan is to have what we might call a "collecting zone" in the city. We will call the Warwick activity a "remedial zone." The zone of disposal after they have been through the preliminary basis is the most important. The having of a man there for a few months or year where he is under observation and is offered every care and is doing hard work and sleeps well, isn't a fair trial. The most important part is the disposal zone. It is the plan to have field officers. Those who appropriate the funds look upon our activity as something of a joke, unless someone is greatly interested in a relative or friend who is seriously afflicted, then the case is brought right home.

MR. GEORGE D. DEGENNARO, PROBATION OFFICER, COURT OF SPECIAL SESSIONS, BROOKLYN: I think in considering the question of drug addicts we must assume that these victims are weak-minded and of sub-normal mentality. They acquire the habit by chance or otherwise and naturally they hold on to it until helped somehow or other.

What can we do with these unfortunates when we know they lack moral force and will power? I believe physical help alone will not be of avail to them. They must have moral help and to my mind the first consideration in all of our treatment of these addicts is the moral one. By means of the personal appeal the

probation officer can awaken the better instincts of these unfortunates. Their will-power has been undermined to a certain extent and they have got to be helped by someone who can help them. This, of course, is the province and the duty of the probation officer, but this demands on the part of the probation officer a great deal of sincerity and strong character. A great deal depends on the personality of the probation officer and of the individual to be helped. The probation officers are handicapped to a certain extent because of the lack of time. They need a great deal of time to devote to these cases.

DR. STOKES: The previous speaker pointed out his impression these drug-users are weak-minded. We know the armies in the field will fight for a principle; they will fight for flag, for country; they honor their countries. They may win a battle, but they will loot, they will steal, they will debauch, and why? Are they weak-minded? Is any man who faces the battle possibilities weak-minded? He fights for honor, and he thinks so much of flag and country, he is willing to sacrifice his life, yet it is human nature; it is hard to describe the reason for it, but he will debauch.

These men are not disordered mentally. If you could see them as I see them; they have debates and play games; work hard and with judgment and sense. I try to teach what I can in the way of trades, electricity, plumbing. They are not mentally feeble. They are men whose mentality has been out of balance and disturbed. The intoxication impulse has come to us through centuries; it is true you may be able to repress it. Someone else is not able. You may be subjected to conditions that do not awaken it and some other men may be subjected to other conditions. The first thing you know it overwhelms them. He is unfortunate and has got to be helped. It is my intention some day to write a little sort of textbook or pamphlet along these lines that we may use in the schools and in military organizations, to point out the so-called pre-inebriate stage before adolescence to a child approaching adolescence, telling him what is right, how to strengthen character, how to tide over and pass over the adolescent period. You get them beyond fourteen, fifteen and sixteen and they will go on to the early twenties and then there is another period of disturbance, and then they are pretty safe until they get along toward forty.

If we can save a few, if we can tide them over the first danger period and get them into the second, it will be helpful. One man absolutely saved is certainly worth trying for.

MR. WHITE: I saw during the past week that a great many drug fiends have been afflicted so terribly mentally that they have given themselves up and asked to be taken to the hospitals for treatment. In case a patient is so addicted to drugs when they arrive at your institution, do you believe in shutting them off entirely or in the tapering-off process?

DR. STOKES: It would be absolutely cruel to shut them off at once. It is better to taper them off, reducing the dose gradually, over two or three or four days. We give cathartics that stimulate the flow of the bile and intestinal juices; we give them cathartics that have other effects and we clear the liver and the brain cells of these symptoms. Immediate discontinuance is wrong. It is cruel.

MR. PATRICK O'REILLEY, PROBATION OFFICER, SECOND DIVISION MAGISTRATES' COURTS: I want to tell you that down in Richmond we haven't yet had one single case of drug addiction in the past three years. We do have plenty of alcoholic cases. We have quite a number of men brought into court who have worked during the week pretty hard and who get their wages and go in to have a drink and spend it all; come home, abuse the wife, throw the children out of bed; and they are sometimes placed on probation.

We usually treat a man of that kind in this way: We get him to sign an agreement that he will allow the probation officer to draw his salary during the continuance of his probationary period. The next step is to see his employer, which usually can be done, but in some cases it perhaps cannot be done, and we get the employer to agree to those terms, and the probation officer draws the salary and gives it to the wife; that system has worked very well.

In the treatment of my cases, I have tried various ways, the tapering-off process and the substitution of beer for whiskey, and while we had some very good successes, I cannot say they were permanent. These men usually go back again, the same old story, coming home drunk and calling the wife vile names, etc., but I

have had many cases where the man was induced to stop drinking altogether. We do have many successes and I believe the only way is to stop it altogether and it can be done if a man has the will. If he will say, "I will stop it," and mean it, he can do it, but it is the great trouble that they don't mean it.

I had a case of a man that was on three months' trial. His wife had left him; couldn't live with him, and he was taken into court. The judge adjourned the case for investigation. I found he was the proprietor of a saloon and from a good family. He had lost his arm in an accident and took this way of making his living. He promised to stop drinking. The next day the judge said, "I will suspend sentence if you will stop drinking," and the man said, "I will." "I do not believe you can do it," but he did it and that is two years ago and he hasn't drank anything since. There is only one method to keep sober and that is to stop drinking.

JUDGE ROBERT J. WILKIN, CHILDREN'S COURT, BROOKLYN: I think the doctor has touched upon what most of us understand when he spoke of the psychic nature of it. If I understand his treatment at all, it is first to get the man to know himself; know he wants to change and then make up his mind to do it. When he does that, that is the end of it.

Probation officers cannot do very much in that line if I know anything about the probation officer's work. We are told they have fifty or sixty cases a month and follow those cases in all parts of the city, spend an hour a whole month on a case. You cannot do anything on that. I had a boy twelve years old come into the children's court. He had been a dope fiend for a year. There is no use in sending that boy with the probation officer. I might just as well have a boy with a broken leg and give him to you to fix up. Probation officers' duties and possibilities are great, but you cannot do everything. The dope fiend should be taken care of first under medical care in the hospital. Doctors tell me they cannot cure them in less than a year. I do not mean to say they must be locked up all that time, but they should be under treatment by a trained medical man. Neither you nor I have that knowledge. We are trained to determine whether the State shall interfere with the citizen or not legally. You are trained to try to bring someone

back to the right path, but doctors are trained with medicines and their business is to apply remedies that do not come within our powers at all.

It seems to me, to sum up all said to-night, the dope fiend,— he who uses cocaine or heroin or the other narcotics,— should be placed in an institution under the care of a medical expert. When he comes out, then some one should see that he keeps on the right road. Of course, that isn't your province because you haven't the time. The institution evidently contemplates doing this work, which is another evidence of the wisdom of its conduct.

I think if there is any conclusion that we can reach to-night it is that the dope fiend in the first instance had better be placed under the custodial care of the medical fraternity until he can change his psychic condition. How many times you have heard a man say, "I cannot stop smoking." Get him sick in bed and see how quick he forgets about it. When the dope fiend gets into that condition then there is small chance that we can do anything, but in the first instance when you report to the court that this is a narcotic user, habitual user; he has lost his self control, then it is for you to tell the court and it is the wisdom of the court to find a place where that user can be cared for. In the City Reformatory as soon as we find the boys are drug-users, we immediately place them under the care of the physician. Owing to the crowded condition we have to discharge them within the year; but that is the first proposition it seems to all of us. It is a medical question and it must begin there.

MR. JOHN J. GASCOYNE, CHIEF PROBATION OFFICER, NEWARK, N. J.: I have been very much interested in the subject you have been discussing. There is no probation officer I know of that is competent to take care of a drug fiend. That man is sick physically, mentally and morally, and how can you or I expect to take care of him and allow him to be at large and without guidance excepting for about one-half hour in the week? It is an utter impossibility; it is a hopeless task; it would be an unfortunate affair for you to undertake. I believe that every reformatory or penal institution that is caring for offenders should have attached to it an annex or hospital of some kind for the special treatment of drug fiends. I think we have all come to realize in our inves-

tigations from day to day that drugs are responsible to a greater extent than is generally supposed for a number of the offenses committed day after day, and for that reason instead of punishing the man for the offense that he has committed, we should treat him in a scientific manner for the cause which brought him to the point of committing the offense.

We talk about the after-care or the probation care of the individual after he has received his medical treatment. I do not think that is a matter for the probation officer. If a man is sent to an institution for care, he should be followed along by a person who is attached to that institution and understands what after-care means. If he has become a criminal because of this drug habit, why the probation officer has no right to undertake to have him report to him and mix any with those who have committed offenses who are not drug fiends. He is a special individual and should be treated by a person who has had rather peculiar training for the care of such individuals.

MR. THEODORE TRIEPER, PROBATION OFFICER, COURT OF SPECIAL SESSIONS, BROOKLYN: Dr. Stokes spoke of the need of the courts having medical officers; that is a great need. I think every one here ought to be a messenger for the purpose of trying to induce the Board of Estimate and Apportionment to grant more money to the Inebriate Farm. We have subways for the convenience of the public, but for the upbuilding of the poor fellow who needs it, there is no money. They laugh at this thing. I think we all ought to take this matter in hand and show them how serious the subject is.

THIRD SESSION

Thursday Evening, April 29, 1915

BOY PROBLEMS

MR. BERNARD J. FAGAN, ACTING CHIEF PROBATION OFFICER CHILDREN'S COURT, MANHATTAN, presiding:

The subject to-night is "Boy Problems." We who work in the Children's Court know that there are many boy problems. The topics mentioned are truancy, employment, recreation; what can be done for boys in summer vacations; what can be done with boys who steal; treatment of sub-normal boys; how can the co-operation of father, mother, other relatives and friends be best obtained; how much do we know of the boy's environment, associates, interests, how much should we know, how can we best help in the choice of these? Those are the problems we are to take up this evening. They are the problems that confront us every day in our work. The greatest of these problems is truancy, and the speaker of the evening is a gentleman who is endeavoring to bring the new Bureau of Attendance to assume its proper functions and to co-operate along the best possible lines with the agencies of the city to reduce, if possible, the vexatious problem of truancy.

DR. JOHN W. DAVIS, DIRECTOR, BUREAU OF ATTENDANCE, NEW YORK CITY: As indicated by your Chairman, the new Bureau which has been in existence practically since last September and the official title of which is, the Bureau of Compulsory Education. School Census and Child Welfare, is an important Bureau. This is the first time in the history of the United States that an attempt has been made to focus the work that is so important, the so-called child welfare work.

You have limited my presentation to the truancy problem only, which is one of the many numerous problems that we have to attempt to solve. In attempting to solve these problems, we are co-operating with all the agencies, charitable and otherwise, in the City that have been organized for the purpose of ameliorating

conditions that we find existant relating to delinquency and truancy.

The topic to-night is the co-operation between this Bureau and your body, the individuals of your body and the individuals of our Bureau. When I say that the men and women, the field workers in our Bureau are more than desirous of co-operating with the men and women in this staff, I am only stating a truism.

One of the blanks that we have that is intended primarily to save time on all sides is a blank for the principal of the school to fill out giving certain information and signing it. We find it is wise to have written statements regarding persons and things. This particular blank is intended to save time both of the officer seeking information and the principal of the school.

The use of this blank is illustrated as follows: It is the day on which the payrolls are being made ready, the 15th of the month. They cannot be made ready before that date for the simple reason that all absences up to that date must be put on. The folks are very busy when a request comes from the attendance officer or the probation officer to see the principal. To ask to see the principal on a day like that is almost as much as the district superintendent dares to do, and he is the immediate superior. Time is very valuable that particular day. This may be multiplied in other directions for other reasons. Suffice it to say that the principal who is spending his or her time in the class room where they belong cannot be found in a school of seventy or seventy-five classes sometimes within forty or forty-five minutes. If an officer has to wait for the information all that time, his time is certainly wasted. So this very simple card was devised and we find it saves a great deal of time. It is a simple request to give certain facts for the information of the court; date the boy was paroled; when he was returned to school; the number days present, absent, and effort at conduct, and underneath, two lines for any statement the principal may choose to make. This is very important at times. We find it invaluable, provided the principal is interested sufficiently in the work to know that a statement he or she may make will carry conviction to the court, because it is premised when a principal writes that statement that it is a true statement of fact. Here our lines converge and here it is that our efforts to reduce the work in

the school for the benefit of those on the outside who need this information so much may be helpful.

Sometimes you will come across a case such as this. The case is referred to you by the court and you find there have been several weeks, maybe months, of truancy. Such a case came up within the last week. The boy had been absent sixty days and twenty-seven half days, and the court requested that I commit the boy. That was more than I cared to do. The boy had never been reported to us as being absent from school. The plea was that the absence was intermittent; that is, two or three or four days absent, two or three or four days present, and all this time this boy was doing work. Our Department has no authority to commit a boy unless he has been charged with truancy by the people with whom we are associated, like the principal of a school, and until we have investigated the case it is impossible for me to sign the commitment. I cite this as an instance of what may happen. I trust in the future that there will be less of this. The Board of Education passed a by-law yesterday that it is well for you to know of, which I shall take the pleasure of reading.

"The principal of every school when a pupil is absent, except for such known cause as severe storm, personal illness, quarantine for them in the family, or religious observance, shall notify the parents or guardians of said pupil by mail or otherwise on the date such absence occurs. If the pupil is not promptly returned to school by his parents or guardians, or if a satisfactory explanation is not made, said principal, if possible, shall interview the parents or guardians either in person or through a teacher. On the third day of absence if a satisfactory explanation has not been made said principal shall forthwith report the case to the Bureau of Attendance, or where truancy or illegal detention of such children is suspected, immediate notification shall be made to the Bureau of Attendance on the day such absence occurs."

That means that the news of the absence is telephoned to us and the absence is looked after at once. The object of this by-law is to prevent these long absences, which, as you know, are very detrimental to the boy's morals and everything else, and even worse to the girls. Here, then, is another point where we will get closer together as time goes on.

Just at present we are in the Second Attendance District, bounded on the North by 59th street, extends South to 14th, over to Broadway and down to Canal, and West to the North River. The police are co-operating with us. Any boy of school age found on the streets between 9 and 3 is taken up by the policemen to the nearest school and the principal of that school notifies us by telephone and we send an attendance officer to put the boy in the school where he belongs. In some instances we find boys down there who belong in the Bronx and Brooklyn. It has taken a man over half a day to take the boy to the school where he belongs, but he has been back in school before completing his first day of truant playing. I am pleased to say that in that district it is what is technically known as "clean." There are so few boys on the street that it is practically nill, and that leads me to ask if you know of boys who are playing truant who are illegally absent from school if you will take the trouble to write the name and address of the boy and send it to me on a postal card, I will promise you he will be back in short order. There you can help us a great deal.

Co-operation between the men who are assigned to the courts from our Bureau and the probation officers can best be obtained, in my opinion, by conferences between themselves. The medicine that will cure one man may not cure another any more than the requirements for one boy may fit the requirements of another. In studying the boy you have to know something of his home, of his playmates and his school. Thus far we have had a considerable number of hearings, over 5,500 since last September and we have had a number of consents given by parents to commit boys,—over 600. Of those 600, we have committed but 200 to the truant school. The other 400 boys are on probation in their schools and making good.

The plan of transferring boys to other environment or other classes in the same school has worked well. It sometimes happens that a teacher and boy do not get along very well together. There are times when human nature asserts itself and the boy and the teacher fall out. Sometimes a truant is made that way. The transfer to another class will frequently effect a cure, and we find on the whole that the transfer plan is working out very well. This is due to change in environment, but more often due to the fact

that our attendance officers working as probation officers keep in touch with the boy and are very helpful at times.

When you put yourself in the place of some of these lads and say what can we do to give this boy a show, then you face the problem. We recognize the fact that the State is endeavoring to make a decent citizen out of a boy, and the State is willing to pay. It costs about \$170 a year for the maintenance of a boy that I commit to the truant school. This takes no account of the overhead charge at all, nor computes the cost of vocational training which we are trying to give our boys. If 400 boys are kept in school and not locked up the city has saved \$68,000.

If the officer assigned by me to court duty is put in touch with cases that your are interested in and assigned you by the court, valuable time can be saved. It sometimes happens that children are either kept by the court as witnesses or otherwise and notice is not sent to the principal of the school. In the ordinary course of events we get the notification of the principal that such a pupil is absent. If my man in the court knows the pupil is absent, we relieve that tension by notifying the principal at once that the child is detained temporarily and there are not any hard feelings resultant. Otherwise, the machinery of the law is put into operation and sometimes takes more time than it should to find out that the child has been detained by order of the court.

The problem of truancy is a serious one. Father Lynch, whom I have the honor of knowing very well, in discussing this with me said, "The matter is so important from my point of view that I wish I could bring it home to everyone, that the truant is a possible criminal, and nearly all, if not all the men, whom I have come in contact with were truants in their youth." I have heard a judge state (and he is on the bench to-day and at one time heard cases of this kind), that there was a great deal of nonsense about this truancy business. He said, he used to play hookey when he was a kid and he often stole apples and things of that kind; that, therefore when children were brought before him for that particular form of delinquency, thieving and truancy, he always had a fellow feeling in his heart for them and was never willing to punish them. Had that judge been born and brought up in New York City and had known what it means for the boy to be secured by a

bigger gang and terrorized and made to be bad, he might have had an entirely different viewpoint.

My experience as a district superintendent in the lower East Side of New York showed me that the height of unwisdom was to allow a boy out on the streets for two or three or four days, and yet in those days and up to last night at half-past five, it was permissible for a boy to be out six days before his case of absence was reported to the proper authorities, and much may happen in a week in New York City.

Here again is where we get in touch with each other. Coming back to the proposition that I put forth that in the performance of your duty in connection with school children if you will but allow the man that has been assigned to the court to know the facts in the case with which you are connected, I for one shall appreciate it and he certainly will, because it will enable us to co-operate as closely with you as we can.

GENERAL DISCUSSION

MR. JOSEPH S. MEDLER, PROBATION OFFICER, CHILDREN'S COURT, BROOKLYN: I wish to speak of one matter that Mr. Davis referred to, and that is the co-operation of the police with the attendance officers during school hours between 9 and 3. That, I think, will give the Police Department of Brooklyn a whole lot of trouble because there is so much half time in Brooklyn and you will find on the streets of Brooklyn most every day in the afternoon quite a number of school boys and when you stop them and say, "Why are you not in school," they will say, "We go to school in the morning," and they are through at that time.

DR. DAVIS: They all would have cards which would serve as permits.

MR. MEDLER: We all know that truancy is due to parental neglect and bad environment. Now truancy usually begins when the child is quite young and it begins, as far as I can find through my experience, with boys becoming sick and having indulgent mothers. They play off sick for a day and get away with it and then the sickness increases and finally there are other excuses

offered and the boy takes advantages and he goes on three or four days. From the truant comes the worse case the probation officer has to handle and that is the disorderly child. He stays away from home nights. I do not think a probation officer can do a great deal with the disorderly child unless he gets the case at the start. Usually, before the child comes to court he has been disorderly for several years and by that time it is almost habitual and you cannot do much with him. Nearly 50 per cent. of my commitments last year were disorderly children.

In dealing with the disorderly child, we have been likened to physicians by a good many speakers I have heard at various conferences, and we are in a way. We have to find the cause of different delinquencies and we must apply the remedies the same as the doctor applies the medicines for diseases, but it would be a poor surgeon or doctor who discovers the cause of the disease and not have the medicine or proper tools to perform an operation. We should have a place where we could commit temporarily. I think temporary commitments are a good thing to "jack up" boys, particularly of the disorderly kind, and a good many of the other delinquencies. We tried that when probation was new and they were handled by the Brooklyn Disciplinary Training School when that was in existence. I tried that and I know other officers tried it as a means of temporary commitment for boys and invariably it proved successful, and especially with truants.

There is one thing that helps create truancy and that is putting inexperienced teachers over classes of boys. They don't seem to understand the boys. There is another thing. We have noticed when the boy is brought in on probation and sent to the school he hasn't been noticed before as being a bad boy, but as soon as he is sent in to school every little move and twist is noted and his deportment is marked accordingly.

In regard to employment. I believe that boys should be made to secure positions for themselves. If you are in the charity organizations trying to teach the families that you are aiding them to become self reliant, why not teach the boy the same thing. It is all right if a boy is slow and backward for a probation officer to do all he can to assist that boy in securing a position, because when a boy is placed on probation the judge won't stand very long

having you report that the boy is still out of work. If you keep after a boy he generally secures employment for himself.

MR. D. F. RYAN, PROBATION OFFICER, CHILDREN'S COURT, BRONX: In my opinion, 80 per cent. of juvenile delinquency is caused by truancy, either directly or indirectly, and in my estimation the relation of the probation officer to the schools should be very close.

In my own practice when a boy is placed on probation, I go to the school as soon as possible and I request the teacher, the clerk or the principal to immediately notify me by telephone the first half day that boy is absent, believing if you will handle that boy the first day you are going to stop him from truancy.

In the presence of the boy I request the teacher or the principal to notify me of his absence, and I am pleased to state that I receive the excellent co-operation from the principal, the teacher and the Attendance Bureau.

In regard to the methods of securing employment for boys, I practically make use of any agency that I can, such as the Alliance Employment Bureau and the Catholic Protective Society. I advise the boys to advertise; I interview employers, and use any method I can get to get a boy employment. I have tried to get employment because I believe when a boy is out of employment ninety-nine times out of a hundred, especially with the character of the boys brought into the children's court, he is going to get into trouble again.

The method I use sometimes is this. I say to a boy under sixteen who has not completed the elementary grades in school and has his working papers, "You get work within ten days or back to school you go, and if you don't go back to school you will go to the Catholic Protectory." Three times this month three of my boys on probation secured employment within that ten-day limit, two at \$6 a week and one at \$4.50. That, I think, is a method other probation officers might try.

I believe a boy should be discouraged from working in bowling alleys or with a peddler or as district messenger. I think employment as district messenger is more injurious to boys than any other one employment, although some have risen to be president of the

company, but I do not think they were of the character of the boys brought to the children's court.

Undoubtedly when you have a boy on probation for two or three months, you come to know what his standing was in school, what grade he had reached, and then you come pretty near knowing what vocation he is suited for. You wouldn't advise the boy without education to go in the printing office, but as a brick layer, a pipe fitter, something that didn't require genius. I advise some boys who are handy with the pen to take up draftsmanship, many of them have an aptitude for electrical work. I get them such work and after a while it will tend to bring out what is in a boy and he will finally decide for himself whether he is suited for it or not.

"How can the co-operation of father, mother, other relatives and friends be best obtained?" The only method is by visiting them and demonstrating to them that you have the interest of the boy at heart. The Italian people are secretive when you make your first investigation; they won't tell you anything, but after a while they see you are trying to help the boy and they will do anything for you. They have offered us money and wine and cigars and often spaghetti if you come in at dinner time. That shows they do appreciate the work after they know what you are doing.

MR. MORRIS MARCUS, PROBATION OFFICER, CHILDREN'S COURT: In the treatment of boys who steal, I find where you do not get the co-operation at home there is no use in going on. Furthermore, if you do not get the co-operation of the father in almost all cases you cannot succeed. I had a boy arrested for stealing from a man's pocket, and for a while I received nothing but good reports from the mother. We usually do, if we depend upon them only. She was shielding the boy. I called on the father one night and had a talk with him before the mother came in and he was surprised to learn that the boy had been arrested. We had the thing out and finally he says, "The mother has brought the children up improperly and I am not allowed to interfere," etc. I said to him, "Why not get together and come to some understanding?" "No, I do not think you could do anything with that boy. If I were allowed to handle him he would be all right. I will bet you, you will never do anything with that boy." The mother promised to

co-operate, but the boy always had some excuse for not reporting and inside of a month he had to be committed. It was a case where the father's co-operation was not called in.

MR. PATRICK MALLON, PROBATION OFFICER, CHILDREN'S COURT, BROOKLYN: It is certainly a great gratification to us who are here to-night officially that something is being done, that the Board of Education is at least waking up to its responsibilities, and even if it is a little late, that it is taking hold of the truancy problem which is its problem and which it strove with great force and persistently to place upon someone's else shoulders. I have always said since I had any experience as probation officer that the attendance officer is the probation officer for the child at school, and at last the Department of Education has awakened to that fact and is really grappling with it in an intelligent fashion which will undoubtedly bear very great fruit.

There is perhaps no country in the world where the school teacher has the same influence as here. The school is expected to take the raw material and Americanize it, so to speak, and take the place to a great extent of the parent. It is a tremendous task and I think that the great success, speaking generally, which has attended it speaks a great deal for those whose duty it is to carry out the work of the State as public school teachers, and in saying public school, I mean all schools whether under the Department of Education or not.

There is something though that public schools cannot do by the very nature of the case and that is they cannot teach morals. Not that the State denies the need of moral training, but it considers that this is properly within the parent's province, and there are many things we are doing for parents that formerly they had to do for themselves. We even pick vocations for their children and the schools are doing a great deal in that regard. Perhaps the grammar schools have not been able to do much as yet because they have so much material to deal with, but the high schools and the commercial high schools are doing a great deal, as well as the manual training schools. I have no doubt these high schools are doing a great deal to fit boys into particular positions that they can fit. That is really the parents' work, but the school is doing it for them.

As far as teaching the boy morality, that, of course, is something the schools cannot do. Neither can we, and the sooner we realize that, the better. The original idea of the probation work was that the probation officer would put his probationer as soon as possible in schools attached to the religious societies or churches to which the child in his charge belonged, on the ground that nearly all of the offenses, except petty things that are simply boy spirit, are due nearly always to lack of moral training, and that, of course, the probation officer couldn't supply. The idea was that just as soon as the probation officer received a child on probation he should at once put himself in touch with a religious body and give that child the religious training which he needed in order to grow up a good citizen. Let no one imagine that the State is careless about that matter, although it has not made direct provision. The circumstances are such it couldn't make that provision. The religious bodies of this city were really the first to start probation work and carry it on, and it is only recently that the State has stepped in to co-operate with them and to carry the work on in perhaps a more scientific way and in a way in which records are better and more fully kept, so that the public at large might become familiar with the work that is being done.

One thing we cannot get away from is the parents' responsibility. That after all is the important part, because we have the child only a month or two and we see him perhaps every two or three weeks and then the visit is a short one, and on account of the large number of children we cannot spend much time with him. The responsibility, therefore, must be upon the parents, and we should endeavor to hold them to their responsibility and to do just as little for them as absolutely necessary. They cannot transfer the responsibility to you. Any man who has brought up a family of children knows the responsibility of four or five children is tremendous, and the parents lie awake thinking how their children will turn out, and sometimes when they show signs of kicking over the traces it worries one a great deal and requires the best thought and effort by both father and mother planning together to bring them up well. When you multiply that by twenty or even a smaller number and have from fifty up on probation, then, of course, you see how little real personal attention the probation

officer can give the individual child. He must work through the parents and the parents must be held to their responsibility.

As to the getting of employment for boys, some practical suggestions have been made. I do believe that the boys must be left to their own resources and pushed into doing something. Most of us do not do anything more than we have to.

The boy in school doesn't like to be pinned down and he does not like to do anything against his will, and yet if a man is successful he must train himself to do some things he doesn't like to do. I think principals sometimes consent to give boys working papers in order to get them out of school. If he chafes under the discipline of school, how much more will he chafe against the discipline of the workshop and office? And the foreman will say. "Go and get your money," and out he goes. Then he tries some other place and out he goes again. I believe a boy should be held down as tightly as possible in the school to show him that the life he is going into is to be a life of struggle and constantly putting up with things that he doesn't want to put up with, and working under people who are not agreeable. Most men who have been out in the world for fifteen or twenty years have found it difficult to work under some men placed over you. I do not believe education is so much a knowledge of reading and writing, but the discipline as represented first by the school teacher who is the first teacher that the child comes in contact with that represents the State. The child must be made to learn that this teacher is supreme, and he must be made to put himself to the task before him, and if he doesn't learn a great deal, he has learned to serve, to obey and apply himself. It is the lack of those things that makes the truant in school and afterwards the failure in life.

MR. DANIEL J. WHITE, PROBATION OFFICER, CHILDREN'S COURT: While I am thoroughly convinced that there has been a vast improvement during the past year in regard to the truancy bureau, I am still of the opinion that there should be established separate and distinct courts to handle the truancy proposition, where one or two judges might be selected and they also would study the problem. Such a court as this would study the matter scientifically and deal with it in a more thorough manner.

I would like to speak in regard to the employment proposition. It seems that the question of employment in New York is always a very serious one, and there are many reasons for it, but the most important is practically the disappearance of the apprentice system. Our own boys come up for the greater part without trades. In Germany, Sweden, Norway and France they have continuation schools, and these European governments demand of their children that they return each week from whatever employment they are in for periods varying from four to twelve hours to the continuation schools, where their education is continued along the lines of their occupations. Wisconsin is getting to be a model State of the United States in many respects. They have established these continuation schools, where it is made compulsory just the same as it is in the countries I have mentioned. In a study of 101 children in New York city with ages from 14 to 16, it was found that 96 were in dead-end jobs with neither educational value nor opportunity for promotion.

MISS OLIVE M. JONES, PRINCIPAL, PROBATIONARY SCHOOL NO. 120: When we mention retardation we are forgetting certain historic conditions, certain sociological and psychological conditions. In the first place, up to 1898 the only children who went to school were the fit, the willing, the intellectually able. Since 1898, the unable, the unfit, the unwilling, the defective and the delinquent has been forced into school. All of them have been forced by the operation of child labor laws and compulsory education laws. Up to 1898, it was a privilege that might be shared in by anybody who wanted. To-day education is a legal necessity, forced upon everybody of all classes and kinds and grades of society. With this new type of child forced into the schools we still continue to think that the purpose of the school is the same, not realizing that with the change in the type of child the purpose of the school must also change, and secondly, that we brought upon ourselves the whole problem of mal-adjustment. This question is not a question of retardation at all; it is a question of mal-adjustment.

We have two types of children in schools, book-minded and the motor-minded child, and you try to force the motor-minded child

into a book-minded life and you have a retarded child. Just so soon as you realize that the child who is motor-minded is just as bright and clever and is going to be just as good a citizen as the child who is book-minded and who studies his history and geography and gets 100 per cent in arithmetic, then we are going to hear no more of retardation, but instead have schools adapted to the two different types of mind. The motor-minded child came out and went into the trades. You force the motor-minded child into the average school and you will find him the retarded child and rapidly becoming either the mentally defective or the delinquent, and he is not to blame for either one. It is the people who have put him there who are to blame, and the thing we have got to do is to provide a kind of education and school which will not permit his becoming delinquent, because it will satisfy his activity.

My own opinion of this whole question is that it is grossly exaggerated. I do not believe in retardation in the sense of that word at all. It is a difference in mind and not a difference of backwardness. Of course, the motor-minded child is a backward child if you consider him from the standpoint of book excellence, but so is the book-minded child a backward child if you consider him from a point of view of motor excellency. It is a difference in standard. It is true that the child who is foreign born and has the handicap of language will be many more months and in some cases many more years retarded than the other child. It is because of the difference in language. It is also because that child comes over with foreign habits as well as foreign language. I am a very great believer in habit training. I think after we have removed all the causes of delinquency, physical and mental, environmental and sociological, we still have habit to train away, and the difference between the American-born child and the foreign-born child is that in addition he has that handicap of foreign habit and tradition which he himself must forget at the same time that he is learning the schooling of the new country.

MR. JAMES J. BYRNES, BUREAU OF ATTENDANCE: I think one of the difficulties now is the fact that the child is brought to one court and that the parents are brought to another. Generally, there is considerable blame on both sides, and I think the parent and

child should be brought before the same judge. The judge could hold court in the Bronx one morning and in another part of the city in the afternoon, and there would be no necessity for a new court house. Tuesday he could hold court in the upper part of Manhattan and so on from one borough to another. The chief difficulty we have to contend with is not so much in the children's court, but in the magistrates' courts. If we could have more parents fined there would be less children in difficulty. If we could have a man who had the power of a Special Sessions judge, who would be appointed on the recommendation of the Director of the Bureau of Attendance or City Superintendent of Schools, we would be sure to have a judge in sympathy with the enforcement of the law.

JUDGE ROBERT J. WILKIN, CHILDREN'S COURT, BROOKLYN: When we started in this work a few years ago it was wonderful to hear the probation officers tell us the shortcomings of other departments. It was nice to hear some say that we didn't know what the Board of Education was doing, but still we will criticize it just the same. I was rather amused to hear my friend over there say, "Well, that is your fault that you do not know what we are doing; it is for you to find out." There is a good deal in that, you know, and then there is a good deal also in letting other people know what you are doing. It is rather amusing also to think that the department over which my good friend Dr. Davis presides has reached perfection immediately. They are doing remarkably good work. It only shows how much good can be done when you get seriously at work at the enforcement of the Compulsory Education Law.

When Mr. Churchill wrote me some time ago asking for suggestions in regard to how to enforce the Compulsory Education Law, I wrote him and said, "Take it out of the category of standard jokes and make a serious proposition of it." When Mr. Wallen was in charge of that department he had eight or nine other things equally as large as this particular question to look after, and he was held responsible for it. When Mr. Shallow was there it was a similar condition. Now they have given that department to an intelligent man and are running it in an intelligent way, and of course you are going to get results. We want to be pretty

nearly perfect in our own particular work first before we find fault with our friends in the Department of Education for not bringing the boy out as a finished article at fourteen or fifteen. In other words, do not expect perfection from all the departments in the city except our own.

FOURTH SESSION

Friday Evening, April 30

WORK WITH WOMEN AND GIRLS

MR. CHARLES L. CHUTE: I find the question of what to do with girl offenders on probation is everywhere a most difficult one. I was visiting a probation officer up the State not long ago who has all sorts of cases, both boys and girls and men and women. He said that he could handle the boys all right, but he had some girls he couldn't do anything with; he didn't have any success with these girls' cases as a general thing. Many officers have told me they believed girls' cases were more difficult to handle, and for the reason that they came late into the courts and were all pretty far gone morally before they were actually arrested and put on probation. I am going to introduce to you Mrs. Mortimer Menken, President of the Sisterhood of the Spanish and Portuguese Synagogue, who has been working with girls for many years in connection with the Night Court in New York city.

MRS. MORTIMER MENKEN: I think it is a great privilege to speak to you on certain phases of the work with the girl who is arraigned as a first offender or as a hardened offender, and what I have to bring to you is no hearsay, because I have been working with Miss Smith for five years as a volunteer worker, trying to help reclaim the wayward girl. I realize if we are going to do anything at all with the unfortunate girl we must do it in the beginning of her downward career.

Whether we view this subject from the philosophical or scientific side, or from the moral or spiritual side, we certainly must realize, in order to get any results, we must take into consideration the factors and causes which make for delinquency. We all know that the causes are as many and varied as the types of girls coming before us; it is difficult to state them all. There are some which might be stated as major causes and others as minor causes.

The first cause of delinquency among girls which I have found most apparent in my work is congestion of living quarters. We

all know what the herding and crowding of people in the tenement house means. I believe that the State should take action in order to bring about a change, not perhaps to stop immigration, but to distribute the immigrant so we shall not have to run up against this problem of seeing the girls demoralized from living in congested, immoral quarters. Girls have told me of the terrible conditions existing in their homes. Sometimes it is a home of poverty where the family have taken male boarders; sometimes there is no modesty in the lives of the girls and boys. Those things all tend to bring about a degenerate, demoralizing effect upon the girl in the opening of her womanly career, and I think it is the duty of the State Probation Commission to see what they can do to have laws made that shall prevent the overcrowding and herding together in these great cities whereby there cannot be the proper environment for the girl at a very tender age.

The second cause which to my mind is apparent in our work is the lack of vocational training in the public schools. I know that the Board of Education is doing a great deal toward bringing about a change in this matter; there should be a compulsory educational training law to compel these girls to be educated in some way to fit them for their entrance into the working life as wage-earners. I have in mind many girls who have left school at fourteen or fifteen so little equipped that they cannot earn a living wage. I have found it isn't so much the low wage as the low wage-earning capacity of the girl. You cannot expect an employer who employs a girl without any kind of vocational training to pay her more than she is worth. She has got to turn out something worth while for the salary; this problem ought to be met by the Board of Education.

Another cause is the lack of enforcement of the laws regulating the working hours for women and children. You cannot expect women to bear the proper children if they haven't the proper hours for rest. You cannot expect girls to start in at work and work long and hard and be able to give their best physical self to the coming race. We are never going to have an army of healthy citizens while the laws are so unrestricted in their enforcement. We have labor laws in the State, but they are not always properly enforced, and we see time and time again that the girls are physi-

cally unfit and that their moral side is degenerate. I believe this is one of the greatest causes toward the increase in delinquency.

Another question I think that ought to come before us is the proper segregation of the girl who is defective or deficient or on the borderline. There isn't any place for those girls. I have in mind to-day a case which has been troubling the court and myself for two or three weeks, a girl who is absolutely a bright girl. That is, she can read and write well, but she has absolutely no moral sense. She cannot make good, and there isn't any place to put her. She stays out nights and doesn't know where she has been. She cannot go to the Newark State Asylum or Randall's Island because you couldn't honestly say she was feeble-minded to the extent of being fit for an institution of that kind, but there should be a custodial place whereby that girl might be kept away from the lure of the city; some place where she could be helped to become a self-respecting girl. I am sure there isn't a woman who is dealing with this work who doesn't know that that type of girl is a menace to herself and society. We should have an institution where she could be placed for two or three years where she might be helped.

Another cause which is most apparent is laxity of supervision in the moving picture houses. Many girls have told me the cause of their trouble was their going into the moving picture houses and meeting people who lured them away. There are sometimes tired girls who want recreation and who drift away from their business at noon hour and find some one who says, "Come along; don't go back to work, and we will have a good time," and the good time sometimes ends later on in the Night Court. There is no doubt that we all look upon moving picture shows as a necessity to-day to give certain educational and recreational facilities to the young and old, but there should be some proper way of attempting to bring about a chaperonage in those places which will prevent this terrible condition which I have found to be one of the prime causes of starting the girl on a downward career.

The other important cause we all know is the marriage of the unfit, the marriage of the unhealthy. We know how disease may bring about degeneracy in the girl and we know how that class of girl is oftentimes brought to the gutter. There are some more important causes and they include almost all of the minor causes.

The sub-topics to-night are many and are most interesting. "Employment and the methods of securing it." "What employments are suitable; which should be discouraged?"

In my experience there isn't any employment that should be discouraged if it fits the girl. I had one girl from the Night Court who became a cashier in a moving picture show and made good. It might seem dangerous to put her there when she had been arrested for soliciting, but that girl who seemed to need a lazy environment, who seemed to feel she couldn't do anything but sit still, realized after a while, under careful supervision, that she was disgusted with the common type before her. She realized what she had saved herself from. She said to me, "Do you know I have learned now what it means to be disgusted with men?" In her crude way she meant to express that those who had tried to flirt with her even when they came to buy their ticket had disgusted her. She made good and is earning \$20 a week and doing well. That is three years ago. Probably it was a risk, but I felt that kind of work suited her and there was the opportunity to give her that job at \$7.

Another employment is on the stage. I know of two girls studying for the Metropolitan Opera House ballet. At an entertainment in the Magdalene Home one of these girls danced so beautifully that a gentleman present offered the superintendent the privilege of sending her to this school, and for six months she has been working and bids fair to become a proficient dancer. She seems to be in a way perfectly rejuvenated through the privilege of having an outlet for her spirits. In order to earn some money she cleans the home of a friend of one of the women working for me and is trying to make good. She has to help her mother while she studies for the stage.

Employment must be suited to the girl. You cannot stigmatize any employment as unsuitable. We may say factory work is oftentimes a menace. The work is confining; the very fact she is so overtired tends to bring about a harmful result, so we must study the individual most closely in securing employment. How to secure it is a very important point.

I felt that if I could take the girl myself and secure employment for her it would be most beneficial. I thought if I could see her

get her work I would be sure she was there; but I found it was embarrassing for the girl; it lowered her dignity and self-respect to feel she couldn't make good by herself, and therefore I have found if we gave the girl the money for car fare and for telephoning to us to let us know whether she has the job it is much better than going with the girl.

"The Proper Kind of Recreation." I think that is a question we all must take according to the needs of the girl. One girl I have in mind loved the theatre so much that she constantly wanted to go. I secured a fund one season to give her enough theatre to make her tired of it. She had gone wrong because of her love for the theatre. She had to see the acting, the glare and glitter. She saw enough of it in the year, and after a while she didn't care for it any more. She said she rather save the money and she has saved enough to provide a helpful training for her sister.

"The Protection of Girls on the Streets and in Public Places." I feel if the girl behaves herself there isn't much danger on the public streets. I do not think that the girl who tends to her business and goes along without ogling is going to be in danger. I am not one who believes that some person is lurking around to see how many girls he can injure. I feel that the girl who has admitted to me that she has always been the prime mover in loitering or soliciting makes me feel it isn't a menace for her to be on the street if she will behave herself.

"Holding parents to their responsibility in improper guardianship cases." I think that is the most difficult thing to do. I think the greatest trouble in this work is that we appear oftentimes to take the girl away from the home instead of making the family feel its responsibility. I do not believe in the State or city looking after a child or girl if the family can be made to feel its responsibility, and the work should be with the family in the beginning. We should bring the mother to a sense of her responsibility and not let her say, "My daughter has done wrong and I am not going to bother; let her be taken care of by some institution." If the mother is a mother who is not in any way a menace to her daughter,—she may be an improper guardian,—she can be made a proper guardian by the personal service of the probation officer. I think that is where our best work can be done, trying

to make the father and mother feel responsibility. I find you can do a great deal if you can get the people who are nearest and dearest to be patient and forgiving. Why not train the parents to see why a probationer should be given a chance at home? It is oftentimes a case where the father and mother say, "She has ruined my life; she will be a menace to my other children; take her away; she will mar my home." That is the wrong spirit. I think it has to be eradicated. It may have to be done gently and you may not be able at once to put the girl back.

I have a case in mind of a girl who was away from home for four years. She was put on parole for a year in the care of the House of Shelter in this city and she wouldn't give her right address, but we were able to secure the mother's address, and the mother protested against seeing her again. It took about three months to get that mother willing to go and see her daughter and it took three months longer to get the girl in tune with her mother, and it took six months longer to get the whole family ready to receive the girl. Just before the probation was over in order to test the girl in the home we let her go, and she became very happy; the thought of seeing her little niece whom she hadn't seen for four years, who was then three and now seven, awakened her to a sense of responsibility because that niece had grown to such a sweet child, and she said, "Do you know if there were anything that could keep me from going wrong it is that my little niece loves me?" It was hard work to get that girl to go home, but by having the people move away from their present locality and making them feel that the girl had probably been the victim of circumstances and trying to make them feel she was their daughter, it resulted in her going home, and to-day she is doing well.

"The treatment of the sub-normal girl." That has been alluded to as one of the great needs for the delinquent girl. The treatment can never be properly applied until we have more custodial asylums where we can feel she is guarded from that temptation which must allure the girl who is sub-normal. I hope there will be something done for the treatment of that sort of girl.

I have in mind a girl who came from the Orient to join her sister. The brother-in-law objected to the girl and threw her out to fight her battle at fifteen. She drifted into the court and was

sent to the House of Shelter in this city and for a long time she was adjudged feeble-minded. Her grief and sorrow and misery had made her sub-normal, and that girl was adjudged too deficient to be able to take up any kind of vocational training. After she had been there for six or eight months somebody played the piano for about two hours in the afternoon to those girls, and this girl said, "If only I could learn to play like you," and this woman said, "Would you like to?" and she said she would. We gave her the chance and to-day she is studying and developing so well that we feel, although she is only sixteen, she may become really self-supporting through her musical career. She has developed, and you would never know she was the girl of three years ago. Those things may happen, but, as a class, the treatment of the sub-normal girl must be separate from that of the other girl.

"How much do we know of the girl's environment, associates and interests; how much should we know; how can we help in the choice of these?" We have got to follow the girl daily, or weekly, according as we rate the girl's trouble. There are some girls who are very easy to help; some girls who are well fitted to get employment. They already have an occupation. Other girls are so ill-fitted for the battle of life; they haven't the wage-earning capacity. I have found it very helpful in my work to give the girl money to phone to me so I will know she hasn't disappeared.

I do not believe in stigmatizing girls in the employers' eyes or settlement's eyes, as having done wrong. I have had girls very much helped by the social and religious uplift of the settlements. I have in mind one or two girls who have a taste for trained nursing who went immediately from the Magdalene Home into the hospital for training and have made good. They were physically fit and were mentally fit, and, fortunately, they have become morally fit. One girl who was for four years a prostitute went to the Magdalene Home and acquired there in the ward where the children are such a taste for nursing that the superintendent said, "If you can place that girl as a trained nurse she will make good," and I remember having quite an argument with the probation committee. So many objected to her going to the hospital, but I felt there was a good chance if she had the right surroundings; that is, some one who might take a special interest in her, and

while I didn't brand the girl as being a girl who had led an immoral life, I said she had been so unfortunate that she must be watched and carefully guarded because she had never had the proper home surroundings. To-day she is a full-fledged graduate, second in her class from the Lebanon Hospital, and to-day is earning her \$30 a week in the best families in New York.

I feel that religion forms a great part of the work of rescue. I have in mind a special case of a girl who four years ago was before the judge and who had such an exceptional face and was such an exceptional type that the judge said, "I won't try that girl to-night, but send her to one of the homes for the night and see what we can do." She didn't want to speak. She said, "I have nothing to say." She said to Miss Smith and myself in the side room, "I will never tell my history and I will never give my family's name in the court; I won't bring them any more disgrace." She went home with a good woman who was in the Night Court and the next morning about 11 o'clock this woman said, "Mrs. Menken, will you come down and see this girl; she wants to see you?" I went there and found the girl in a most penitent humor. I said, "I am so glad you sent for me." She said, "I feel so differently from what I did last night." I said, "What has brought about the change?" "Well, I heard the chapel service this morning; it is the first time I ever heard chapel services, and somehow I got a softening of my heart and felt my mother might help me." She awakened to a wonderful sense of her obligation to her family and to-day she is one of the girls of whom we are proud. I have found other cases which have been awakened to new life through a sense of obligation to something that is spiritual; at some psychological moment; through the sound of music or something different from what they have had. One girl said, "I never saw a Bible; my mother always had it wrapped up in a paper, and I am going to read and study and see if I cannot make myself as interested in it as many people seem to be." I think if we can bring that forward as a method in the uplift of the girl we will have greater results.

GENERAL DISCUSSION

MRS. JULIA M. O'CONNOR, PROBATION OFFICER, CHILDREN'S COURT: The treatment of girls under sixteen is materially dif-

ferent from older girls. The girl, while she is more plastic and more readily forgets her unfortunate experiences, at the same time forgets the lesson for good and requires the closest supervision of parents and relatives; the probation officer is really lost without them.

The girls who are brought to the Children's Court, even at such a tender age as eleven years, sometimes have the most appalling experiences, and I have found that the most successful way is to transplant them from their present neighborhood to a new one. In at least 75 per cent of the cases the home discipline is violated, to say the least. Most of the homes are comfortable, if you mean the children have adequate food and shelter, but this is often at the sacrifice of the moral training of the child, the normal home life, the mother going out to work possibly by the day and the children being left to their own resources from the time they leave school until mother returns in the evening.

I am a warm advocate of young girls going to settlements and church societies in the afternoons, but do not think it wise for them to go out in the evening unless accompanied by one of their relatives or some reliable adult.

Most of the girls I have on probation are school girls; they cannot qualify for working papers. So far as employment is concerned, if we desire employment for the child we can usually effect that through the Big Sisters or Big Brothers, through the Alliance Employment Bureau, or sometimes through the church. Usually we like to have the children obtain their own employment.

"The protection of girls on the streets and in public places." I might say I think the white girls stand in very little danger of being accosted on the streets, but the colored girls in the colored neighborhoods are frequently accosted, even very young girls. The young colored lads stand in groups ready to accost these school children as they return to their homes from school.

"How can the co-operation of father, mother, other relatives and friends be best obtained?" Sometimes we obtain the co-operation of the father and mother through telling him he will have to pay for the child if it is committed to an institution. When you touch the pocketbook you usually get the co-operation of the parents. In reforming the girl, I believe if you cannot get the co-operation of the parent immediately, sometimes you get the co-operation of

an older sister. I recall a case of a girl about fifteen years of age who had twice been in the Children's Court for immoral conduct. The mother was dead. There was the father who had intermittent employment; he preferred the times when there was no work. There was an older brother who worked when he felt like it, and there were these two girls who were the main support of the household. The older sister gave up her employment and took work in the same establishment as this probationer. They worked side by side and spent their leisure time together, and subsequently the girl was released from probation and was doing well.

I wasn't so fortunate in another case. A girl of fifteen had represented herself to be seventeen when arrested for larceny. There were two older sisters. The father was dead. The mother had attempted to protect the children by saying she had worked in a factory and she felt it was better for her to continue her work, even though the children were of working age, rather than subject them to the same trials that she had been subjected to. This girl, who was arrested and later found to be under sixteen, was transferred to the Children's Court. She had been tubercular as a young child and had been in Otisville Sanitarium. I found it would be unwise to return her to the public school, as she would be in a grade with very young children. I secured the co-operation of the church to pay for her in one of the private trade schools. Later that went out of existence, and she was put in one of the other trade schools and the church continued to pay. She had been attending the settlements and recreation centers in the evening, and the older sisters had promised to take her under their wing and protect her, but they easily forgot that. One of the sisters was not temperamentally suited to assist in this way, and the other girl had her gentleman friend and considered the probationer an encumbrance. One evening the girl was out until 12 o'clock, and the next day instead of going to school she went to a moving picture show and she met a woman and they went to a furnished room together. Later we recovered this girl and through the Big Sisters replaced her in St. Michael's Home, where she still is.

MRS. E. A. HARDONCOURT, PROBATION OFFICER, MAGISTRATES' COURTS, BROOKLYN: I would like to urge that the courts should

provide physicians. I think we are much handicapped for the want of physicians. I have in mind two cases. Both of these girls are in serious condition; they need treatment three times a week, and I am supposed to keep them at work. How can I keep them at work? I don't think it is fair to ask a physician to take all the cases in the Magistrates' Courts and treat them at night free. We cannot get a proper examination and continued treatment. Nearly 50 per cent of my cases were defective and sick and it didn't seem to me they needed a probation officer as much as a physician. I do not think we ought to have to go to strangers and ask physicians to spend their night time on our cases. We cannot give those girls the treatment through the day. I have a girl in mind who has very serious heart trouble and nervous trouble, and yet I cannot give her three days' treatment. She has got to work; her people are poor.

MR. CHUTE: The time is coming, I believe, when every court will have a physician employed in connection with it. The juvenile courts have been pioneers in that respect, but there is just as much need for physicians in the adult courts as in the children's courts to examine and treat cases coming before them. But for the present, until such full equipment for the treatment of cases is had, I think we will have to go back to the method already suggested of getting the co-operation of other organizations. Of course, the success of all probation work depends on getting different forces working together.

In the studies of vice in Chicago it was shown clearly that it was the lack of wholesome amusement in the cases of working girls that led them into the resorts and immoral places where they first met their downfall. Girls come out from a nine or ten-hour day in the shops or stores, worn out mentally and physically, and demanding a change and something exciting. It is a natural instinct to get rest, to get something to relieve the monotony of most of the work that unskilled girls have to do, and as there wasn't any wholesome amusement provided by the city, they took what there was; if the city supplies nothing but unregulated dance halls and questionable amusement places with saloons in connection and worse places, the girls will go there, and so it is a tremendously fundamental question, that of having proper amusement provided.

I am glad there is a number of men here to-night. I believe this question of the immoral girl can never be solved by the women alone, and the men have got to co-operate in it. We are interested in it, for men, as a sex, are responsible a great deal for the immorality of the girls, and we have got to work together, men and women, to solve the question.

MR. JOHN J. GASCOYNE, CHIEF PROBATION OFFICER, NEWARK, N. J.: It is true that the problem of dealing with the girl is far more serious than the problem of dealing with the boy. The girl has gone too far before she is brought to court. Because of the fact that she is a girl many things which she does are overlooked until finally it comes to the point where she is uncontrollable; she is incorrigible and beyond the control of her people, and then she is brought into court. When that girl is brought into court, I believe she should be treated in as delicate a way as possible. I do not think you can go to too much trouble and take too much pains with the little girl in court. I would, if possible, bring her in the back door of the court and into the judge's chambers so she would not have any encounter with any of the audience in the waiting room.

In dealing with the little girl, a complete and thorough investigation should be made in every case before sentence is imposed. Haphazard investigation is absolutely useless. There may be something in that child's life that if you bring it before the court the court, instead of putting that child on probation and having her come in contact with other children that are on probation, may suspend sentence or dismiss the case against the girl.

There were several important matters that I was very much pleased to have brought out here. For instance, the discussion on the question of "How can we better protect the girl on the streets, or places of amusement?" There is only one way to do that and that is by having policewomen. I believe if we can have policewomen and have them stationed not alone in the dance hall, in the theatre, in the moving picture place, but scattered on the streets, that it will do a lot of good. When you get your policewoman and get her working actively and co-operate with her so that each will know the people in the district in which you and she are working, a great deal more will be accomplished.

MRS. MENKEN: It is almost impossible for the probation officers to fight against conditions which are made from the laws which govern our municipality, and therefore I do hope that this organization will in time, if not now, be able to help solve these problems and bring about a greater spirit of social justice toward the girl. But we must not relax in our personal service and interest and desire to help reclaim the girl. We have always before us the wonderful inspiration of that greatest of all Reformers who said to the weeping Magdalene, "Go thou, and sin no more."

FIFTH SESSION

Thursday Evening, May 6

FAMILY PROBLEMS

MR. FRANCIS H. MCLEAN, SECRETARY OF THE AMERICAN ASSOCIATION OF SOCIETIES FOR ORGANIZING CHARITY: I first want to draw your attention to the very close relationship which exists between three kinds of social work and the fact that it is well-nigh impossible to draw any line so far as the character of the work is concerned in those particular fields, though the approach is quite a different one in each one of them. I refer to the work and activities of the probation officer, of the school attendance or truant officer, and of the district worker in the Associated Charities.

Your approach to the family is through the fact that some one gets into trouble. The approach on the charity organization side is also trouble, though it is without any particular individual happening to get into serious trouble. Of necessity, it is essential that your hold upon the particular person in your care, your knowledge of his particular difficulties and your working with that person, should take precedence over everything else. That represents your primary responsibility. But in so far as you are able to get down into the family problems, you are in a very real and vital way effecting a permanent improvement. Under other conditions, if you are overpressed with work and cannot go very much beyond the individual who has gotten into trouble, your work is handicapped.

I want to illustrate the kind of working together which I feel should be brought about where it is not now present between the probation officer (whether it be the adult or juvenile probation officer) and the workers in the Charity Organization Society or any other society which is pretending to hold any ideals with reference to family rehabilitation. Of course, you have families not known to those societies and they have families which are not known to you. However, there come up questions in which you consider it absolutely necessary to advise with and consult those

societies. Wherever there is the knowledge that any other society has records or any previous history of the family to which you are going, you should not stop until you have every bit of that knowledge. That is the first point in co-operation and one that scarcely need be mentioned.

The second point is that where there are families which have been previously known to such societies, families which are under your care, or families which have never been known to those societies but in which questions of relief enter, that much depends upon the attitude of the workers in these two fields of activities, which have many characteristics in common. If one approaches these societies with the idea that they are simply relief agencies and that it is their duty of course to do a certain thing under given circumstances in the way in which you think it should be done, there is an entire misconception on your part as to their possible usefulness and helpfulness in connection with that particular family. On the other hand, if your activities in connection with the particular family are so little recognized that there are not openings for co-operation with you found in connection with any such family, there is distinct error on that side.

No one likes to be regarded as a grocery clerk or coal dealer, and those are sometimes the aspects in which charity organization societies are considered by other social workers. No more would it be right to call you simply police officers with the idea of the ordinary patrolman in view. It is not that the coal dealer or grocer and patrolman are not useful individuals in modern life, but they are not the social workers in an associated charities or in the probation office. Let me illustrate this lack of co-operation. I remember a family in which there had been tuberculosis. Three members of the family had died from it in years gone by. There were left three sisters and a boy, and the boy was the black sheep of the family. Two of the sisters were working in stores and the other sister was keeping house. The boy stole some money given to him by fellow employees in the place where he was working for lunches; he didn't go back, and yet the probation side of the whole matter was dropped. Later, after the Associated Charities (which was not in contact with the probation officer; they were both working separately) had knowl-

edge that one of the girls was becoming tuberculous and there was fear that the disease would go right through the family, so a very large amount of money was expended in getting the family to the country in a place where they could sleep outdoors. After a short time the boy committed another theft which was much more serious in character than the previous offense. He was placed on probation with the result that the girls in the family attempted to repay what he had stolen. The final result was that their own income, plus what was coming through in the form of relief, was insufficient to keep up their stamina, and the tuberculosis spread to the second sister. If there had been a conference of the two agencies, and the boy had been treated with reference to the needs of the family, this disaster might have been avoided.

From this illustration you will see the need of co-operation and that you should see what the plan of the other person or organization is and then work out jointly a plan for the family in question.

MR. FRANK L. GRAVES, PROBATION OFFICER, MAGISTRATES' COURT, BROOKLYN: There are two classes of cases that are likely to be failures. One is where there is infidelity on the part of the husband or wife, and the other is that of the confirmed drunkard. Outside of these the probation officer has a fair chance of winning out if proper methods are used. It wouldn't be fair to probation to say, here is a given state of facts, here are the conditions, now what should you do in those particular conditions? You would do this or the other thing, provided you had the time, but if the probation officer is burdened down with two or three hundred cases, he cannot do much work in each case. Do you expect with more than one hundred and even with a hundred cases to get the best results? That is one of the greatest problems and one for which the probation officer is criticized. Is it not the case that the probation officer doesn't know how to do the work, but he hasn't sufficient time; he is overburdened with cases; there is too much work put upon him.

MRS. SALLIE A. HEINEMAN, PROBATION OFFICER, CHILDREN'S COURT: No law can be laid down for handling any two men. They are all constituted differently. One probably should be

handled with kindness, whereas another needs more severe treatment. It is my opinion, however, that with kindness very much can be accomplished.

Reconciliations between husband and wife should always be brought about very soon after any trouble. Never allow the chasm to grow too deep. Very often it is a matter of mere stubbornness on the part of one or the other; lack of knowledge of a mother's or father's duty in the home is often the cause of a great deal of trouble.

With regard to the question "How often and when should the probation officer visit the homes of probationers and how may such visits be made of the greatest practical value?" I would say that in the initial investigation in order to become thoroughly acquainted with all members of the family an evening visit should always be paid. It is most essential to meet the family group; you will hear things from the mother or from the wife that may be given you to shield some member of the family. As a rule, the mother will shield the child or the wife will shield her husband. For that reason it is necessary to meet the other members of the family.

Too much care and caution cannot be used in opening a case of relief for a family. Probation officers should try every other source before applying to the charitable agency. In most of my cases I have succeeded in interesting outside private agencies. I do not care to ever introduce a family into getting relief. It is always too easily opened but hard to close.

MR. DANIEL J. WHITE, PROBATION OFFICER, CHILDREN'S COURT: The frequency of visits to the home depends on the family, the reasons for probation and other circumstances in each case. The time should be determined by the purpose of the visit; to see the boy; to see mother and father, and see that the boy goes to school, or works, or to his church. There should be firmness and a certain authority shown at first. Visits will be most helpful to probationers if a cordial spirit of team-work and co-operation between the probation officer and the family and boy can be secured. Visits should be suggestive in plans, stimulating to ambition, judicious in general counsel, and optimistic in spirit. In

order that a probation officer may help and advise regarding the management of household affairs and the expenditure of the family income, it is necessary to study the standards of living and the family budget, and to tactfully suggest remedies for economic weakness; to create interest in household administration by illustration, instruction and definite assistance in solving special problems; give advice with reference to proportions of income to be spent on various items; encourage home accounts. Mere scolding or fault finding without fully understanding the difficulties families encounter will do little good. If the family feel that the probation officer really understands what he is talking about and really has better ways to suggest they will listen to him.

A probation officer can aid in making the home more attractive by really knowing how; by showing his own and the homes of others who have succeeded under similar conditions; by criticisms based upon hygiene; by indicating the value of attractive surroundings on the character of boys and girls; by pointing out attractive home decorations as in store windows; by suggesting elimination of unattractive articles and advising purchase of cheap though pleasing substitutes or new articles. Dr. Ira S. Wile's brief creed is, plenty of air, which includes sunshine, as sunshine always gets in with the air if it is anywhere around; plenty of rest; plenty of water within and without; moderate and nourishing food; moderate clothing. Ask yourself if the child is coolly enough dressed rather than warmly enough. Plenty of play; plenty of common sense, which means the wisdom and the initiative to adapt all rules to individual conditions.

We are asked: "Under what circumstances and with what precautions should the probation officer seek charitable aid for the family?" After he knows that relief is really needed and will be accepted. If there is danger that the family will be likely to slacken their own efforts and the family needs long continued guidance, agencies with long experience should be called in. Relief should be given when family and relatives cannot cope with immediate pressing economic problems, or when a larger amount of money is needed to institute a plan for betterment than can be provided by the family. Relief should be given preferably in such a way as to keep the family off charity records. Aid as a loan at

times is helpful, but only rarely so. It is important to keep up the family responsibility at all times and not encourage visitation to charitable agencies.

We can help parents to exercise their responsibilities toward their children by giving advice to the fathers and mothers. Strict obedience to the commandments of God will make anybody walk in the paths of righteousness. If we love God we will not offend him, and if we love our neighbors we won't offend them. Arouse in the parents a sensitiveness to the effects of their acts on their own future, on others and on society.

SIXTH SESSION

Friday Evening, May 7

NEEDS AND HINDRANCES IN THE DEVELOPMENT OF EFFECTIVE PROBATION WORK

HON. LOUIS D. GIBBS, COUNTY JUDGE OF BRONX COUNTY: I was a strong and enthusiastic believer in probation, many years before I went on the bench, as a practicing lawyer in the criminal courts of record, as well as an observer and student of sociological conditions which are a part of the study of criminology and penology. I went upon the bench with the firm resolve that wherever consistent with the administration of justice and the interests of society, I would extend the benefits of probation to those charged with crime, and I have consistently followed that policy, so much so, that probably about 40 per cent. of all the defendants arraigned before me, convicted by jury, or by plea of guilty, have received suspended sentences.

As an example of my attitude in these matters, the record of April of this year discloses that of the fifty-five defendants before me, twenty-eight received suspended sentences. Last year we suspended sentence on 147 defendants and we are glad to say that we only had eight violations of parole and that the balance are doing well, working, taking care of themselves and others. Out of 199 cases before the Court up to the present time, which were disposed of by trials and convictions or pleas of guilty, seventy-four have been permitted to go out with judgment suspended, which makes about 40 per cent. or thereabouts. I think that it is a sufficient indication as to the attitude of the Court with reference to probation. On the other hand, we have never hesitated to impose the maximum penalty of the law in cases where defendants indicated by their past record, or by their crime, that they were so totally depraved, or so vicious, or so inimical to the interests of society that they were beyond redemption or the reasonable hope of redemption. Men with long records, charged with highway robbery or brutal assaults, or violations of the compulsory prostitution statute, almost invariably received the maximum penalty of the

law, because in my judgment, the administration of justice must be founded primarily upon what is for the best interests of society and while we must be open to reforms and while we,—judges and probation officers and all those identified with the criminal courts must have social imagination, and be animated by a large spirit of tolerance and kindness, yet there must not be permitted to enter into the administration of justice any sentiment that is maudlin or in disregard of the fundamental interests of society, order and respect for the law.

I am very much afraid there is a tendency in the public mind to-day to become somewhat, for the use of a better term, sentimental, with reference to crime and criminals. All offenders against the law should be treated justly and fairly, but with a strong and firm hand at all times.

I believe that the greatest defect of a proper probation system is the unsuitable probation officer, the probation officer who lacks the education, the common sense, the sympathy, the heart and the industry to make his work effective. I think that matter is being largely cured by the energetic and whole-souled action of the State Probation Commission, but there isn't any doubt in my mind, and I am speaking from practical experience, from having come in contact with many of the men and women in your work, that the probation system throughout this State and throughout the City is suffering from serious weakness, due to the fact that some of the men and women who are engaged in probation should never have entered that work. They are not cut out for it either naturally or any other way, and they lack the industry and energy to acquire those qualities which go to make effective probation work.

What is sometimes called probation work is not probation work at all. No man or woman can be a good probation officer who does not put his or her soul and heart and vitality in the work. It is not casual work; it is work that requires a good deal of religious zeal and enthusiasm, and a firm and abiding faith in God and in the good qualities which are to be found in the hearts and in the make-up of most men and women, charged with crime, and it seems to me that the important problem of the future, in the matter of probation work, is to get the right kind of men and women in the work and to drop out those who are unqualified for one reason or another.

Another hindrance to good and effective probation work lies in this, which is not within the province of the probation officer, but is the problem of the judge who places the cases in the hands of the probation officers. There must be a proper process of elimination at the fountain head, in order that the probation officer may do satisfactory work. If the judge is not careful and is unable by lack of knowledge of human nature or other conditions to understand what is a proper probation case, the probation officer is not responsible for the case if it falls down.

Another weakness of our probation system is that the probationers are put on probation for periods that are far too short. I believe in long probationary periods, because placing a man or a woman on probation implies a desire on the part of the Court to reconstruct and remould and reform the mental processes, the psychology, and in many cases, the very physical fibre of the person placed on probation. It is impossible to accomplish those results unless the probationary period is sufficiently long. I have placed several scores of defendants on probation for periods extending to five years and in several cases I have had the period extended to ten years, and very rarely is the probationary period any less in my Court than two years. I make them report often, in most cases every two weeks and in some cases that require particular attention I compel them to report once a week. The purpose is to keep the probationer under the guidance of the Court for a long period, such as will give an opportunity to remould, to some extent, the probationer's mental processes, habits, and general method of living.

Of course, you realize that with the present insufficient facilities to take care of the cases after they leave us, the work of probation officers cannot always achieve the desired results. It is all very well to put a man on probation for a year or two years, or longer, but what after that? What are we prepared to do for him after we permit him to go out on probation? I am sure that many a defendant leaves the Court with the firm resolve that he will walk the straight path, with the stern determination to redeem himself and to become a decent man, and yet owing to the pressure of economic conditions, owing to hard times, owing to physical weakness, owing to lack of education and proper manual training, and for

many other reasons, he is unable to bring himself up to the required standard. It seems to me that the agitation in the future with reference to probation work should be largely directed along the lines of providing sufficient facilities for taking care of the probationer after he leaves the court room, after he leaves our jurisdiction.

It is a very difficult matter to arouse public sentiment on this great question in which we are all vitally interested. It seems that the public can become and does become interested in many sensational things, but they become interested more slowly in those things that go for real constructive work.

I look forward to the day when public sentiment will become so aroused to this problem, and the minds and hearts and the conscience of our public servants will have been so educated, that there will be established a National Bureau of Probation at Washington dealing with probation officers and with the probation problem in general and directing throughout the States this work of reclaiming and bringing men back unto God and decency. I do not believe that there can be any question about the value of this work not only spiritually and morally, but practically, in dollars and cents. The national government is reclaiming arid lands; it has bureaus for the protection of hogs and plants and all those things that are not possessed of human souls and human aspirations and ambitions and desires; but thus far it seems to me it has woefully failed in this matter of reclaiming to society the men and the women who by reason of one condition or another have fallen and whom the courts with their limited facilities have been attempting to bring back to proper standards. Every man and woman and child in this country, as in every country on the globe, represents so much in dollars and cents, even from a sordid standpoint, and the government should have sufficient sense and social imagination to establish a national bureau for the saving of the flotsam and jetsam of our national life.

I venture to express the opinion that probation work should not be identified with volunteers. The only way to bring probation work on an effective plane is to have professional probation officers. Those of you who are volunteers and who are qualified by education and experience to do the work should be put upon

the payroll and should be paid and recognized as professional men and women. The average probationer feels an innate sense of resentment, in my judgment, against a man or woman that he knows is a volunteer worker, because he has that feeling in his or her heart which I know the poor of the East Side and other sections of this city have, when ladies and gentlemen from Fifth avenue and Riverside Drive, engaged in so-called slumming come looking in upon them and patronizing them and attempting to reform them when they do not need reform, when all they need and ask for is justice and a fair chance. A probationer will respond to the probation officer that is the probation officer of the court, and the probationer feels that the court is dealing directly with him or her. Very often they will not respond in that way to the volunteer worker. I am emphatically in favor of probation officers that are paid by the city or by the State or Federal government and that owe a direct responsibility to the appointing power. I do not believe in haphazard and irresponsible work in any line, and certainly not in dealing with the potentialities that are resident in the hearts of men and women.

Now, as a practical proposition I may also suggest that in my judgment good probation work depends largely on the original investigation that is made by the probation officer. That usually illuminates the path in the right direction, and it is of great importance that that original investigation should be made properly and efficiently and should go to the bottom of the conditions which surround the person about to be put on probation. It is very important that when the probation officer is making the investigation, making inquiries among the former employers and in dealing with the parents, relatives and others that he should create the atmosphere of the probation officer and not of the detective or spy or busybody. The probation officer should represent himself at once as being a probation officer and as being there in the interests of the court and the defendant, and that his business is not there to blacken the character of the defendant or to construct a moral alibi for him, but to find the truth and to make it known, and that the future of the defendant in the hands of the court depends upon the truth.

It is also of great importance that the judge in whose hands rests the liberty of the probationer should not remain out of touch

with that probationer. It is a wonderful feeling for that probationer, one that has a splendidly salutary and refreshing effect, to know that the court watches him, safeguards him and is willing to encourage and help him. I have made it a point since I have been on the bench to have regular probation meetings. We had several last year, and I intend to have quarterly meetings where every probationer is brought into court on a certain evening. The sessions last from seven in the evening until every probationer has been seen and spoken to by the judge. I had one meeting which lasted until twelve o'clock. The court was surrounded with the usual solemnity and dignity which is a part of the court. Every probationer was called up to the bench and the judge had an opportunity to look into the probationer's eyes and to judge in the light of his experience, first from the probation officer's report which was before him and from his general appearance and speech as to the subject's progress or retrogression. I would recommend that the probation officers use their influence towards having as many meetings as possible between the judges and the probationers.

I believe that probation work should be raised to the dignity of a profession, because I am satisfied that a good probation officer, man or woman, must have those qualities which go to make a good professional man or woman. He or she should have education, knowledge of human nature and some knowledge of the laws of psychology, criminology and sociology. The good probation officer should do plenty of reading along proper lines. There is a splendid amount of literature upon probation, running into books by the hundreds, that are to be found at the public libraries. The reports of conferences that have assembled and have been dissolved are still to be found upon the dusty shelves of libraries, and the noble words that have been uttered by the men and women at these conferences can still be read for the inspiration of the men and women following this work.

It is a profession, and it is one of which you may be proud and to which you may well give all the energy and all the powers that God has given you. By the same token I believe that the State or the city or the county, or whatever subdivision of the city or State it may be, should pay the probation officer a decent salary, a salary

that will repay him for the hard work that he puts in; it will give him heart in his work and an opportunity to lay aside a dollar for the future. There is too much of a tendency to underpay efficient work in the administration of government. In my judgment no probation officer should receive less than \$2500 a year. There is every reason why the judge and the probation officer should work together. There is every reason why the judge should do everything in his power to make the work and path of the probation officer easier, because he relieves himself of a great deal of responsibility and worry through and by the probation officer. Now, I say if the probation officer is deficient in the qualities that go to make a good probation officer, he has no business and no place in the service; and if he has those qualities that go to make the right kind of probation officer, there isn't any reason why he or she should not receive a proper salary consistent with the position, the responsibility and dignity of the office.

ADDRESS

MR. ARTHUR W. TOWNE, SUPERINTENDENT, BROOKLYN SOCIETY FOR THE PREVENTION OF CRUELTY TO CHILDREN: When probation officers are asked about their hindrances and difficulties, each one I suppose is likely to give a different name to his chief trouble — "Johnny Jones," "Mary Smith," and so on. Each one has some unmanageable probationer who seemingly baffles every effort at reforming him.

One of the biggest hindrances to successful work is the assignment to probation officers of persons temperamentally or otherwise unfit for probationary treatment. From the first they are almost hopeless. In the early days of the system when prisoners were placed on probation in a hit or miss fashion, this was of course one of the grave defects. Here in New York City there has been a marked improvement in this respect during the last few years. The judges are more and more appreciative that defendants should not be placed on probation without a preliminary investigation. This reduces the problems of the probation officers, but still they are often heavily overburdened with cases.

In the preliminary investigation of probationers a fundamental part is the personal interview with the defendant. In the rush of

other duties this is sometimes slighted. When properly carried on, these interviews are most illuminating as to the life history, the home surroundings, the disposition and outlook of those under investigation. Take a little fellow charged with some petty offense, and we find that he can disclose various important facts about living conditions in his home, about the habits of his play-mates that are having a disastrous effect upon his character, and about numerous other factors which likely would not be discovered at all in an ordinary outside investigation.

Special difficulties are encountered by probation officers in their dealings with the feeble-minded. During the last few years the studies made of defectives have offered explanations as to why many of those placed on probation prove refractory and unteachable. With few exceptions the treatment necessary for the mentally defective cannot be supplied by our ordinary probation machinery. The load and the disappointments shouldered by probation officers can be materially lightened through the more frequent practice of having defendants examined mentally before they are placed on probation. Every court should have its alienist and psychologist in order to sift the hopeful from the hopeless.

Nothing is more weakening to probation, with respect to the way in which it is regarded by the criminal class in a community as well as by the population in general, than a lackadaisical, weak-kneed enforcement when violations occur. It is highly important that if a probationer is not living up to the conditions laid down by the Court the probationer should if necessary be brought back to the judge and have some penalty visited upon him. Nothing will discredit probation more with the district attorneys, with the police, with the business men and the substantial people of the community, and with the criminal element, than the failure to enforce the law in cases of refractory probationers.

Another difficulty in probation is that we deal not only with the individual placed under our oversight, as an individual, but also with the whole set of his surroundings and circumstances, the whole environment, the totality of causative factors and influences which have led him or her to become delinquent and criminal. There is hardly a child brought before the Children's Court charged with delinquency, but that we can find in the home conditions something wrong which accounts for the delinquency. And

outside of the home, we find bad neighborhood conditions. We must adjust our methods so as not only to deal with the person on probation, but also to try to separate the probationer from his environment, or else improve it.

I suppose there is nothing harder to do than to achieve successful results in the case of a girl in her teens who has become habituated to immoralities, who is known in the neighborhood as having been implicated in such conduct. If returned home she is likely to fall the prey of designing men and youths in the neighborhood. I have often felt there should be some transfer system whereby probationers from Manhattan might be sent, say, to Buffalo or Rochester, and some of the Buffalo and Rochester probationers might perhaps be sent here. That may sound a little Utopian, and yet in a few cases it is being done.

We should not try to work single-handed. In some particular part of the city we find plague spots. Certain streets have their dives, bad saloons, bad pool rooms, bad candy stores, bad individuals. As long as those places remain it is going to be hard to do effective probation work. The neighborhood must be cleaned up before we can accomplish what we want. But it isn't the function of the probation officer to attempt neighborhood or civic reforms as such. In every neighborhood we find other social agencies, public school teachers, truant officers, police, charities, dispensaries, and other preventive and constructive forces. There should be the fullest co-operation with other social agencies.

To promote such co-operation it is desirable that probation work be conducted on a district system; that is, that a probation officer be assigned to a particular district with which he can become thoroughly acquainted and in which he can work most tellingly. That hasn't necessarily anything to do with the system of centralization. I believe in a centralized probation system and in the centralized administration, but with or without centralization there can still be this district system.

Another hindrance in probation work, and in all kinds of social work and in all walks of life, is the very human tendency of taking things for granted. I recently rode on a train with a very successful business man, and he attributed his success in life largely to the fact that his first employer drilled him into never taking

anything for granted. Now there is perhaps no place where it is more important for us to observe this rule than where we have to do with the rights and liberties of other individuals. If we take it for granted that a man in court is no good, hasn't any chance of reform, simply because he is out of a job and shabbily dressed or has liquor on his breath, we may do that man a grave injustice.

If, when we are investigating, we take things for granted, if we believe whatever people tell us, there again we may do an irreparable injustice. When we are investigating and someone says a man drinks, find out how the person knows that he drinks —“ Did you ever see him drink ? ” “ Did you ever see him drunk ? ” “ Who told you ? ” Then if they tell who, go and see that person. In our investigations we should be just as careful to arrive at first-hand knowledge and to avoid hearsay as a judge on the bench. If it is injustice to convict a person on hearsay evidence, it is just as wrong to report to the Court concerning the reputation of a man when our knowledge comes from hearsay, unless we frankly tell the Court our knowledge is only hearsay.

Another of the difficulties of probation officers is their tendency to fall into stereotyped habits, to do their work in a perfunctory way. When we are crowded with work we are apt to make a quick, hasty visit and depend too much upon reports from the probationers and allow things to go through in a routine way. We are apt also to fall into a perfunctory way of doing things through becoming case hardened, cynical and skeptical as to the possibility of reform. Probation officers, particularly those dealing with adult offenders, are perhaps as much tempted to get discouraged and pessimistic as any other class of social workers. A gentleman who has taken great interest in probation, once expressed the opinion that a person shouldn't be a probation officer more than five or six years lest he become mechanical and hardened and lack heart. Probation doesn't affect me this way; yet it is a possibility worth mentioning. Probation work, as Judge Gibbs has well said, shouldn't be done by anyone unless he has faith in the work, faith in the efficacy of probation and faith in the individuals on probation, unless he believes there is something good in these individuals that can be discovered and cultivated.

Even if our tasks as probation officers are at times hard, we should be encouraged and heartened through the fact that so much

of our work is of absorbing interest and of a humanitarian character, and valuable and important both to the community and to the individuals dealt with. Surely our troubles should not be half so discouraging to us as must be the troubles of the probationers to themselves. We are working with persons who are handicapped through heredity, education and environment, and many of them are not to blame for their plights. They are the victims of circumstances. It should be our aim to approach our work as a mission and an opportunity of service. Fortified by an intelligent understanding of the problems we are dealing with and by the resolution that we will devote ourselves to our duty fearlessly and unselfishly, we can look upon our hindrances and difficulties not as insurmountable obstacles but as opportunities for the exercise of our power of determination. If we strive hard enough we will succeed.

MR. CHUTE: I desire to say that we of the State Probation Commission are very glad at any time to have suggestions from the officers in any form as to how we can be of greater service and assistance to the officers in New York. Of course, we have a small force and have to spend a great deal of time in the backward sections of the State, developing and establishing the system, and cannot give very much time to any one city. We ought to and do give a good deal to New York, because New York City pays the taxes or a large part of them, and of course the State Probation Commission is your Commission as it is a State body, and we want to do all we can to co-operate further with you.

These meetings have been in the line of co-operation. We hope they may be even more so; that the probation officers may have more suggestions as to how they shall be conducted and may take more active part in conducting them. Six meetings are not enough and if the officers will get together and do more toward starting and running the meetings, more meetings can be held to greater profit to all of us.

HON. ROBERT J. WILKIN, JUSTICE, CHILDREN'S COURT: I want to say to the State Probation Commission through Mr. Chute how much we appreciate the opportunity that they have given us

in these meetings and the many meetings in other years, benefiting probation in general and us in particular. We should have more of these meetings, because I feel that although I have been so long interested in the subject, every time I come here I get a new opinion, something worth while. I believe that you probation officers, with the information that you are gathering every day in these homes, can give the judges who are on the bench all the time many points. I came here to listen to you. I am going to offer a resolution that a vote of thanks be tendered to the State Probation Commission by the probation officers of the City of New York who have had the opportunity to attend these meetings.

APPENDIX D

PROCEEDINGS OF THE EIGHTH ANNUAL STATE CONFERENCE OF PROBATION OFFICERS, HELD IN ALBANY, NOVEMBER 14 TO 16, 1915

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INTRODUCTION

The Eighth Annual State Conference of Probation Officers, called at the invitation of the State Probation Commission, was held in the auditorium of the State Educational Building at Albany on November 14, 15 and 16, 1915. There were two public mass meetings with formal addresses, and a luncheon at which addresses were delivered. The remaining three sessions were entirely devoted to informal discussions, presided over and participated in almost entirely by probation officers.

The conference was voted by many the most successful that we have yet held. Not all in attendance registered, but of those who did and whose names appear following the proceedings, 55 were probation officers coming from all parts of the State.

The plan followed for the past two years of placing the meetings in the hands of the probation officers, has been on the whole, successful, bringing forth extremely practical and helpful discussions.

The conference was notable for the brilliant and practical addresses which were delivered. Of especial value was the address by Governor Whitman, which has been printed in pamphlet form. The addresses also by Commissioner Edwin Mulready of Massachusetts, and by President Folks, and the addresses of Commissioner Alphonso T. Clearwater, Judge Joseph H. Beall and Dr. C. Edward Jones, at the luncheon were all of great value.

The addresses in full and the discussions somewhat abbreviated, follow herewith.

These annual gatherings of the probation officers of the State have proved of great value, both to the individual officers and as promoting the efficient and scientific developments of the probation system. Besides the opportunity for the interchange of experience and opinions, they furnish an admirable opportunity for the probation officers from various parts of the State to become acquainted. In this way co-operation between the officers is established and improved standards result.

A somewhat larger number of officers were sent by their respective courts to the Conference, having their traveling expenses paid. Many officers are still, however, attending these conferences at their own expense. The standard of salaries generally does not permit officers to attend this conference at their own expense, and the Commission has accordingly urged that for the benefit of the probation work in the respective courts, the expenses of officers ought to be paid to their annual conference. This has been an established practice in Massachusetts for some years, and we hope to see it become general in this State in the immediate future.

The conferences are arranged each year especially for the probation officers in the State, but all persons interested in probation are invited. It is planned to hold the next conference at Poughkeepsie in November, 1916.

PROCEEDINGS OF THE EIGHTH ANNUAL STATE CONFERENCE OF PROBATION OFFICERS.

FIRST SESSION.

Sunday Afternoon, Nov. 14, 1915.

PRAYER.

REV. GEORGE DUGAN, ALBANY: Let us invoke God's blessing. Our Father from whom the whole family in Heaven and Earth are named, we are met together this afternoon to hear what Thou hast to say to us touching the welfare of our fellow man, and the contribution that we may make to human health and happiness and to the highest living. Wilt Thou, our Father, bless these men and women, who, in the mind and the spirit of Jesus Christ, are approaching the great questions of human need and in His spirit, giving such answer as by the help of God they may give to the loud call that comes to us from these needs. Wilt Thou bless them as they give their time and their talents and their energies to this blessed work. We remember with great joy the enthusiasm of humanity for humanity which characterized the life of our Lord Jesus Christ. We are glad that down through the ages there has come that increasing clearness of call to the men and the women of this generation to do what by the help of God they may do, to answer the call on the whole front of human need. Now, our Father, bless we pray thee this conference. May it all be done in the mind and the spirit of Him who so loved men that he lay down his life for their happiness and welfare. May the gentle, loving, sweet, helpful spirit of the Man of Nazareth, the great physician of Galilee, come and fill our heart and the hearts of all who are working with him in his spirit for the welfare of those who are in need. We ask it in His name. Amen.

JUVENILE DELINQUENCY; ITS CAUSE AND EFFECTIVE TREATMENT

HON. FRANK E. WADE, VICE-PRESIDENT STATE PROBATION COMMISSION. Juvenile delinquency is a term generally used to indicate the commission of an unlawful act or a continuing state of misconduct on the part of a child under sixteen years of age. A delinquent child is defined in the statutes of many states and the definition is made sufficiently comprehensive to cover pernicious offenses, habits and associations of children. Juvenile delinquency in New York State is restricted to crime. Section 2186, of the Penal Code, provides that "a child more than seven and less than sixteen years of age who shall commit any act or omission, which, if committed by an adult would be a crime not punishable by death or life imprisonment, shall not be deemed guilty of any crime, but of juvenile delinquency only." Being limited to crime especially crimes committed by adults, ungovernable, habitually truant, vagrant and disorderly children do not fall within the designation of the New York statute. Such children are included in many of the statutes of other states and are generally classified as delinquents. It is this larger classification I assume that is to be considered in our discussion of the causes and treatment of juvenile delinquency.

The modern tendency has been to remove the stigma of crime from children under sixteen years of age. The common law fixed seven years as the age of responsibility. Repulsive as it seems to us now, for centuries under the old individualistic interpretation of responsibility children were placed on practically the same footing as adults. Until recent times children were tried with adults by the same legal processes, in the same courts and commingled with them in prisons of detention and confinement. The contaminating and evil effects of such methods became so offensive that when children's courts were first established resort was had to chancery procedure and the offending child was removed as far as possible from crime and contact with criminals.

The criminal taint is still clinging to a conviction of juvenile delinquency. Until such time as equity jurisdiction can be legally conferred on children's courts in New York State the privilege

of the court declaring children in need of the care and protection of the state contained in the New York City and Buffalo City children's courts acts and in the Monroe and Ontario county children's court acts should be extended to all children's courts.

Children should never be adjudged delinquents or in need of the care and protection of the State upon hearsay evidence, bad reputations and general impressions. Even a child punished in its own home should understand the specific offense for which it is corrected. When it comes to the correction of the child after the commission of the offense or offenses charged is established, all older form and penalties should be swept aside and the treatment be wholly constructive, not limited to the specific act or acts that brought about the intervention of the court, but directed to the improvement of the state or condition of the child at the time when it comes under public discipline.

The principal underlying causes of juvenile delinquency, it seems to me, are physical and pathological defects in the child, bad environment, adult contributory delinquency, truancy and faulty school systems, lack of the social and moral adjustment of the child of the immigrant and bad public methods in the handling and disposition of the offending child.

Many of the offenses of children result from physical defects. Impaired eyesight, nervous troubles, adenoids and other physical ailments and under-nourishment are responsible for much of the waywardness in children. A large proportion of the delinquent children are mental defectives. This is often an hereditary condition transmitted from mentally defective, diseased and alcoholic parents. These children have not a fair chance in life and easily yield to temptation. They constitute a large and increasing class.

Bad environment is one of the most productive causes of delinquency in children. Children born and bred in the slums and tenements of big cities are in large numbers learning criminal habits. Their young lives are abnormal and distorted. They are exposed to the worst evils and vices before they have reached years of discretion and self-protection. The effect of evil environment on children is not confined to the cities. Degraded conditions of rural life also contribute toward delinquency. Children in the country

districts are often unrestrained and permitted to run at large and associate with the lowest characters. The product is the bad country boy who lands in the county jail, the wayward girl who generally drifts to the cities, and the village drunkard and loafer. At the request of the National Probation Association a study is now being made by the Federal Children's Bureau into juvenile delinquency in several of the rural sections of New York State.

Adult contributory delinquency is recognized as one of the most productive causes of the delinquent child. Many states have laws making adult contributory delinquency a criminal offense. In a study which I made a number of years ago on this subject I wrote to the magistrates of New York State requesting a statement of the percentage of their cases in which the magistrates considered the conduct of the parent as responsible for the delinquency of the child and in the replies received the proportion was estimated at from fifty to seventy-five per cent.

The lack of social and moral adjustment of the child of the immigrant is responsible for a great deal of delinquency. Immigrants living in large masses in cities, many of them unable to speak the English language and out of touch with American institutions, are not able to properly advise, control or discipline their children born or raised in the new conditions of life. The want of proper sympathy and understanding between parent and child is raising havoc in the congested immigrant districts. The parents do not understand American social conditions and the children lose respect for them and break loose from their authority. The immigrant is generally a decent, law-abiding person. The delinquents and criminals among them are recruited mainly from the children who are born or raised in this country.

Defective methods in the handling and treatment of children under correction tend to increase rather than diminish delinquency. The mingling of children and adults in places of detention and the failure of the state to enlarge and complete the training schools for boys and girls are contributing causes.

Society is confronted by one of its most difficult problems in the effective treatment of juvenile delinquency. Until more preventive methods are adopted there will be little or no impression on the

increasing number of delinquents. A beginning has been made in this direction. The public is now providing free treatment for the physical defects of children in some of the public schools. Their eyes are treated, adenoids removed and lunches furnished in proper cases. A special study is made in some localities of mentally defective children. Tests are in use to discover the mentally defective in institutions and schools. Unfortunately these methods are too restricted up to the present time for large results. Children unfitted by their mental condition to behave or take care of themselves in society should be committed to custodial institutions and not to correctional institutions where they impede methods of management and discipline and are entirely out of place.

Improvement in social and economic conditions come about slowly. The worst evils of the tenements and slums should be attacked and more relief furnished to the unfortunate children living in these districts. More public parks and playgrounds and more opportunity for a free and normal life should be furnished to these children who will some day become citizens. Bad conditions in rural districts should also be corrected. The whole problem is none too large for effective treatment when once the public recognizes and understands its great necessity. If conditions are not improved sooner or later the level of citizenship and community life will be lowered and degraded.

The adjustment of the first generation of the immigrants to conditions in this country seems a difficult process. Their unfortunate congestion creates little foreign communities from which children go back and forth in contact with evils and vices without adequate restraint and education. If these communities could be more scattered and if more social work were done among them better results would be obtained. No well defined plan of campaign for attacking conditions is proposed. Possibly it may be the peculiar mission of the church to reach this class of our population and correct the manifest evils which are resulting from lack of harmony with our social institutions and from lack of parental understanding and control.

Good schools furnish effective treatment for delinquency. Vocational schools should be established. More attention should be given to the individuality and the defective conditions in the child.

Special grades should be organized for backward and defective children. The truancy laws should be more rigidly enforced. The educational department should assume this responsibility. The principal, teacher and truant officer should each exhaust every resource of the educational department before the child is brought into the children's court.

The children's court, however, is the great clearing house for the correction of the delinquent child. It is at this point when the child has passed beyond the control of the home and the school or has committed some serious offense that the authority of the state is invoked for its discipline and reformation. There is no more effective agency for the treatment of juvenile delinquency than the juvenile probation system. An efficient children's court with a well organized probation staff corrects and improves a large proportion of the children coming under its jurisdiction without committing them to correctional institutions.

A recent study made by the State Probation Commission shows that from 1897, when complete figures became first available, to 1914 the number of delinquent children in children's correctional institutions decreased, although during the same period the population of the state increased approximately forty per cent. The total number of children in correctional institutions in 1897 was 3,322. There was an increase up to 1904, when the total was 4,430. Since 1904 the population of these institutions has decreased steadily until at the end of 1914 the number was 3,311 as compared to 3,322 in 1897. The probation system was first applied by law to children in 1902, but was not used to any extent until 1904, since, as we have seen, the number of children in correctional institutions began to decrease. When the State Probation Commission was established in 1907, 556 children were on probation. On October 1st, 1915, 3,034 children were reported on probation in the state, an increase in the use of juvenile probation, of over four hundred per cent in eight years. Almost six thousand children have been placed on probation during the year ending September 30, 1915.

The benefits resulting from visits of probation officers to the homes of children under probation where intensive work for the

improvement of home conditions can be done, have been emphasized in the publications and recommendations of the State Probation Commission. The statistics during the past year show an average of at least five visits made to the home of each child on probation, exclusive of the visits for the preliminary investigations.

The prospects for the development of juvenile probation were never brighter in New York State than at present. The Monroe County children's court act placing jurisdiction in the County Court and providing for a chancery-like procedure has been extended to Ontario County and its adoption by other counties is under consideration. A marked advance has been made in New York City where excellent results have been accomplished and where an illimitable opportunity awaits the extension of the system. The enactment of the Mills bill at the last session of the legislature establishing an independent children's court in New York City and increasing the number of judges from four to five, the high qualifications of the children's court judges, the opening of the splendid new Children's Court building and the proposed reorganization of the juvenile probation system open up a new era in juvenile probation work in that remarkable city. We are moving forward fast on safe and sound grounds which have been tested by years of experience, and the future holds great possibilities in the success and growth of the juvenile probation system.

Juvenile probation is not proposed nor advisable for all cases of delinquency. It is especially successful in correcting early offenders and children whose environment and associations do not preclude their improvement. Children who fail after they have been reasonably tried out on probation, who refuse to respond to repeated efforts in their behalf, who persist in vicious habits and evil associations should be committed to correctional institutions. Girls who have become victims of vices and have fallen under the controlling influences of bad men and women are not as a rule good subjects for probation.

In any comprehensive plan for the effective treatment of juvenile delinquency the training school must be accorded a large place.

Training schools for boys and girls erected on the cottage system, equipped with vocational classes and a school in letters as at Industry and Hudson, accomplish excellent results. Unfortunately the training schools in New York State are overcrowded, particularly the training school for girls at Hudson and large numbers of girls unfit for probation must be left in their bad environment. At the meetings of the New York State Conference of Magistrates and on occasions when persons familiar with conditions of juvenile delinquency in the state gather together the urgent necessity is expressed for the enlargement of Hudson and for the erection of a training school for girls in the western part of the state and for the completion of the training school for boys at Yorktown Heights.

The responsibility for juvenile delinquency rests principally with society. The child is in most instances the unfortunate victim. The future welfare of the state is bound up in the child. If the child is kept normal, healthy and intelligent our political and social institutions will be safely preserved. The public can make no more profitable investment than the adoption of preventive measures for the moral and physical safe-guarding and protection of the child and the establishment of efficient children's courts with well equipped probation systems and the erection of adequate training schools for boys and girls on the cottage plan.

MEDICAL AND PSYCHOLOGICAL ASPECTS OF DELINQUENCY.

DR. CLINTON P. MCCORD, MEDICAL INSPECTOR OF SCHOOLS, ALBANY: It is indeed a pleasure to be introduced to an audience of this character by one who has stood for the principles that the chairman of this meeting has stood for in this state, and it is a pleasure to talk to approximately two hundred people who are engaged in perhaps the most humanizing phase of social welfare work that we have. It is a pleasure to talk to people who are technically trained in their particular line, because what one says is less often misinterpreted than is often the case in speaking to a general audience.

First, let me briefly state the two general causes of insanity, and I do that not because we want to confuse this question of de-

linquency with insanity, but because the same two general principles apply in considering the background of delinquency. The two general causes of insanity are these: first, a defective nervous system, and second, some stress or strain. In other words, there may be a few people in this audience who have the type of nervous system upon which an insanity might be grafted, to speak roughly, but those persons by reason of their environment or habits of life may be free from stress or strain necessary to bring that nervous system to the breaking point. For instance, some person who has travelled along for some years in life without knowledge of his defective nervous system, is thrown into unusual or severe circumstances. I remember a newspaper item about a year ago which told of a man on one of the Hudson River Day boats who had seen a woman fall overboard and this man at once went into an attack of acute mania. You and I might have stood on the deck of that steamer and have seen a hundred women and children destroyed in most horrible fashion and yet we would not have suffered the nervous breakdown that man did. In other words, he carried with him the powder which only required the match.

In general, insanity depends on those two conditions, defective nervous system, plus stress or strain. In some such way we can draw a parallel in this matter of delinquency. Of course, when we go into the study of causes of delinquency, of any particular case of delinquency, we must consider antecedent conditions; that is, heredity; question the habits of life of the father and mother — antecedent conditions. Second, we would have to consider the offender himself; that is, his physical makeup, his psychological makeup; and then last, the nature of the crime he commits. In studying a delinquent he should be studied from those three sides. Under the last point we would study the type of crime he has committed or delinquency of which he is adjudged guilty, by determining the class, as thieving, sexual offense, etc., and in accordance with which type it was, we would determine something of the cause of that lapse. That is the background I want to place before you.

In the old days. Lombroso, whose name is familiar to all of you, approached the subject entirely from the physical side. He measured and weighed and tested people in all sorts

of ways, physically. He took measurements of their heads and examined their ears and eyes, in an attempt to discover a physical type peculiar to the criminal. Of course, today we know that there is no criminal type so-called; but at that time he believed that he had discovered the physical type and he formulated certain principles with which you are familiar. Today we know that probably with the single exception of the fact that criminals as a class are smaller than normal persons, these so-called stigmata of criminality, as they were originally called, are merely stigmata of mental deficiency, and that the reason we find so many juvenile delinquents and adult criminals bearing these various stigmata is because so large a proportion of the people within these anti-social groups are mentally defective.

As to the physical correction side of the question. Personally, I have read a good deal about the delinquent boy who was made so because of enlarged tonsils and how, after the tonsils were removed, wonderful reformation occurred in his case; how a very bad boy was made very, very good by virtue of cutting out adenoid tissue in the throat. The theory has been advanced that decayed teeth and a variety of these minor physical defects figure as causative factors in delinquency. Personally, I have been very skeptical so far as enlarged tonsils and adenoids and a few of those minor defects are concerned. I do believe, that cases of defective vision in juvenile delinquents may figure. When that defective vision has been corrected it has brought about wonderful changes in the disposition of the child. This is because defects of the eye represent a great stress and strain on the nervous system. Any of you who have suffered from bad vision until you have had proper medical attention, know how nervous and upset you can be from a bad eye condition. I have seen great improvement in some children in the special classes of our city, even to the point of restoration to the regular grades, after they were fitted with proper glasses.

Poor nutrition has also been advanced as a cause of delinquency, and I must say that I have seen children poorly nourished in whose cases I believe poor nutrition was probably the chief factor. It usually comes about in this way though. The poor nutrition lowers the vitality of the child; it lowers his animation, and he

slows down in his school work; becomes disgusted with his work, and begins to play truant; and he comes into the field of delinquency by way of the truancy route. Tracing it back, primarily you may say that is a case of delinquency which was caused by poor nutrition, but ordinarily, outside of that type I don't feel that poor nutrition figures especially. It is true many of our delinquents are poorly nourished, but that is like what some judge said out in one of the Middle Western States — that he had never found juvenile delinquents amongst boys regular in their attendance upon school. So it is with poor nutrition. Possibly there are many juvenile delinquents who are poorly nourished, but I personally do not believe, and we haven't such evidence from studies such as Dr. Healy has made, that poor nutrition, *per se*, figures very much as a causative factor.

Phymosis has been advanced, and we have a judge in one of the Western States who has issued a pamphlet, telling how delinquent boys after circumcision have made very remarkable social recoveries. While I have seen the need of circumcision, I have seen it in many of our children. Probably some of you people have seen children, who, in their earlier lives—three, four and five years of age,—have been extremely nervous and after circumcision the nervous condition has been entirely cured; so occasionally that figures in that way.

Organic heart disease is probably the most significant physical defect that plays an important part in causing delinquency. Dr. Healy has had a number of very interesting cases of juvenile delinquents, the responsibility for whose condition has been placed at the door of organic heart disease. In other words, the bad heart condition has so upset the nervous system that the boy is in an unstable nervous condition and is the victim of any stress or strain which may come along to exert itself or its influence upon him.

So we are coming more and more to feel, excepting in the fashion I am going to outline shortly, that the physical side plays a minor part.

Now, we come to the psychological side of the question, and the picture is entirely different. Of course, we must remember the fundamental principle that the psychological depends on the physical to the extent that all mental processes depend upon nerve activ-

ity. The neurological principle, no psychosis without neurosis, no mental act or thought or effort, no mental processes without a corresponding activity of nervous tissue must be kept in mind. If your nervous tissue is in bad condition, you get a faulty mental act; the process is reflected in acts which may be anti-social in character, so that to that extent we must think of the psychological as depending upon the physical.

When we consider the psychological, pure and simple, what do we find? Let me read to you some of the figures, all of which I cannot carry in my head, the results of examinations of delinquents. An examination in Scotland of 4,700 delinquents showed 53 per cent. were feeble-minded. An examination of the inmates in the Minnesota Reformatory showed 54 per cent. were feeble-minded; Lyman School for Boys at Westboro, Mass., 28 per cent.; Elmira Reformatory, 70 per cent. I am not sure of the character of the examination that was attempted to determine the mental condition of those children. The Hoyt Boys School, 70 per cent. The Rahway Reformatory, 46 per cent. The Glenn Mills House of Refuge, 72 per cent. The Jefferson Reformatory in Indiana out of 1,000 inmates, representing a study covering a period of two years, there were approximately 50 per cent. That gives us some idea of the mental makeup of the children who have reached reform schools. Dr. G. G. Fernald reported on a Massachusetts institution and the figures are something like 30 per cent. feeble-minded, and this investigator's experience in juvenile court work seems to indicate that a considerably larger percentage of juvenile court cases are feeble-minded.

Because I bear especially on that one phase, do not feel I am blind to the other side of the question. You have the relatively large number where other causative agents figure. It isn't the feeble-minded boy, the defective-delinquent, that requires the intensive study; it is not a particularly hard task provided you have a few hours of time and the services of a wide-awake physician to determine the mental deficiency, even of some of the higher grade cases, but the problem lies with the 30 some per cent. of children with psychopathic constitutions who are coming before our juvenile courts with fairly normal intelligence, but with the nervous instability of adolescence. We see them also in our public schools.

They ought to be receiving special study from both sides. They ought to be receiving special kinds of training in the public schools. Special classes, schools for truants and incorrigibles, so-called, are largely today supplying the kind of training that these children should have. The John Worthy School in Chicago, practically filled with delinquent children, was made the field for special study. These children showed profound disorders of the nervous system, many of which could not be cured without some extended treatment, but all of these cases had been thrown into the general hodge-podge. Truancy and incorrigibility, so-called, are not entities, they are simply names that have been given really to symptoms of a far more important underlying condition.

Epilepsy is a mental defect that is, according to the Chicago figures, occurring in 10 per cent. of all juvenile court cases, and epilepsy is costing this country more in dollars and cents from the standpoint of crime than almost any single disease. Only 8 per cent. of the insane are violent or a menace to the community so far as doing injury is concerned, but epileptics are particularly obnoxious in that respect and some of our most bloody murders have been committed by epileptics. The early stages of dementia praecox in some of these adolescent children must be thought of. These children coming before juvenile courts represent a variety of nervous conditions every one of which should receive careful study and proper treatment which should be based to a large extent on recommendations from some person schooled in the knowledge of what prospect these cases have so far as cure is concerned. In Chicago, as you all know, a Psychopathic Institute has been established in connection with the Juvenile Court. Judge Pinckney, a very wide-awake and broad-minded man, has frequently expressed in both his annual reports since the Institute has been established that his conscience would not permit him to dispose of a large number of the recidivists among those juvenile delinquents without the advice of Dr. Healy who sits with him and gives him prognostic information concerning those cases. In Seattle, somewhat the same arrangements are in effect, and in Boston. Germany has had it for some years. Of course, Germany has been far ahead in the matter of its approach; they have gotten

away from the old idea of punishment to suit the crime and have adapted it more to the individual, as we are coming more and more to do.

There is just one thought in closing that I want to leave with you. The general subject for today speaks of the treatment of these causes. Well, if the physical figures in the kind of treatment, a consideration of the physical is in order; so as a routine procedure physical examinations should be made and corrective measures should be applied where disease conditions are found to exist. So far as the psychological is concerned, mental treatment should be instituted. Special class work in the public schools is a force; and someone even has suggested religious instruction of a selected type. Personally, I think we have to handle very carefully religion with adolescents, especially, and I am skeptical as to the value of it with these cases. I do not believe that praying, in a majority of cases, does much good.

The last point—institutional training. Of course, as you know, our institutions, our reform schools, are filled with the feeble-minded. In other words, the institutions which should be for pure delinquents are filled with defective-delinquents, and until they are separated and proper institutions are provided where the feeble-minded can be placed, until then, we shall not be able to approach the problem of the education of the delinquent in the way it should be approached.

A questionnaire was recently sent to superintendents of reform schools and 75 per cent. replied to the question, "What outline, what ideas, have you for the training of pure delinquents," and 75 per cent. confessed they did not know. In regard to the feeble-minded we do know. The one fundamental thing is permanent custodial care, happiness while they are being cared for, and the lines of simple hand-work with which you are familiar.

The recent Committee on Crime in Chicago in outlining its suggestions in reference to the requirements for a probation case, mentioned as one point (they were dealing with adult probationers—it applies to juveniles as well) that mentally deficient cases were not cases for probation; and you all readily appreciate that they are not. Here you have people with the bodies of sixteen-year-old children, but many times with the minds of children of

five, six and seven years of age and with reason and judgment undeveloped. We cannot expect anything in regard to those cases from probation and we might as well face the thing and insist as probation officers that such cases be not assigned to the probation worker. Of course, where a psychopathic laboratory is a part of your juvenile court, those cases are never assigned, but remember, when you are dealing with these higher grade defectives it is a matter of expert judgment and intensive study as to what is best to do with these children. You find differences of opinion on that, but remember that Emerson said, "The most disagreeable truth is a safer travelling companion than the most pleasant falsehood," and it is question of the open mind in considering these cases as they come before the juvenile court.

Consider them in a scientific fashion, and where facilities are available, as in Chicago, or where they should be made available, which is in every large center, decide as to the mental constitution of these children and outline a program to fit each particular case. Then in the course of the next few years if that movement spreads sufficiently, we won't find our reform schools filled with cases lacking judgment and reason, cases lacking constructive imagination, cases wholly incapable of profiting by any type of moral instruction, because a moral act is the direct outgrowth of intelligence.

You people, as probation officers, have a great field of work in educating in many cases, I am sorry to say, your judges, to the point where they are willing to deal with these cases on the basis of your investigation, providing that investigation is scientific. And you, as probation officers, if you have not acquired a working knowledge of social psychology, get it, for it will be your single, biggest instrument for good.

THE ALBANY CHILDREN'S COURT.

HON. JOHN J. BRADY, POLICE JUSTICE, ALBANY: Before beginning my address, permit me to say that I consider it a privilege to address a gathering of this character. Although I have had 18 years' experience in dealing with the unfortunate class that comes into the Police Court, I have not until today had the privilege of talking to a gathering of probation officers.

I am going to speak to you as plainly as possible, and it will not be a very difficult task for me to be plain because even though I were able, I see no reason why any of us should attempt to climb up to the sky or live in the clouds when we are handling a question like juvenile delinquency. The excellent talk of Dr. McCord surely has enlightened us. But I think I prefer for the present to proceed along lines of elimination. I do not care to burden myself with too many details or too many means or ways of accomplishing work in this particular field, because by having too many irons in the fire I may not succeed in doing anything. I have the greatest respect in the world for the opinion of our medical fraternity but theirs is a new feature in this kind of work; it has only come in recent years to us. Perhaps so far as we are concerned, where ignorance is bliss it is folly to be wise. But I am quite sure that the future, so far as delinquency is concerned, will not compare with the present if all these later day methods are applied and if they are of as much value and advantage as we have reason to believe.

The Albany Children's Court does not exist under authority of the law. There is no Albany Children's Court; there is an Albany Police Court. The Magistrate of the Police Court holds children's court, as it is styled, because the law permits and directs him to. In the cities of New York, Buffalo and Rochester, and some other places in the State, there are separate Children's or Juvenile Courts.

Years ago, before the law began to be changed in the direction of the welfare of the delinquent classes, there was in operation in the City of Albany, perhaps in a crude way, a system which as we look at it now, comparing it with the present, was somewhat akin to the present system as employed throughout the State. The first law which was instrumental in calling the attention of the judge to the necessity of dealing carefully with the child delinquent, I think, was passed in 1892. It was in a section added to the old Penal Code which required that children's cases should be heard separately; that the magistrate should not permit the child to intermingle with adult offenders. After the passage of that law there was not for some years any marked change so far as the juvenile delinquent was concerned. With pardonable pride I refer

to the fact, therefore, that for years before that we heard the child's case separate and apart from the adult offender's case.

We did not commit the child to jail, although there was no place of detention, provided by the law. I have never sent a boy to jail in all my eighteen years' experience in dealing with children. It is needless for me, in a gathering of this character, to say why I do not send a boy to jail; and yet even now, while we are here discussing these questions in this State of New York right nearby us, in several places children are being sent to jail for minor offenses. And why? Because there has not been provided a place by those who should look to this phase of the work. In Albany from the very beginning of this work for juvenile delinquents fortunately we had a place of detention provided through the agency of the Humane Society. Even today, there is not in Albany a house of detention that is directly supported by the municipality of Albany, but the Humane Society with its successful institution fills the want.

I said to you a moment ago that years ago we separated the child from the adult offender. Before there was such a thing as a children's court, we, in this city set a day apart in each week for the hearing of children's cases. On that day or a portion of that day the magistrate would devote all of his time to the hearing of children's cases. It was done in a separate room and under such conditions as to prevent the child from coming into contact with the adult offender.

The child is brought before the court today in Albany; the complaint is read to him; the probation officer is present; the case is set over for a hearing on Saturday. Saturday is juvenile court day in the City of Albany and has been juvenile court day in this city for years. If the child were to be arrested tonight; if the parent does not call for him, he is taken to the Humane Society detention home and kept until the next morning. The next morning you will find the child in the juvenile court room, as we call it, a place separate and apart from the court room in which the adult offender is arraigned. The first case that the magistrate hears is the juvenile case. Who do I find there in the court? The male probation officer and the woman probation officer. The charge is read; talk had with the child and his case is adjourned until Sat-

urday. Saturday morning we hear this child's case. What takes place in the meantime. The probation officer investigates the case and on Saturday morning, on my desk you will find a report of that child's case. His home surroundings, if it is a new case, and everything that will be of value to the magistrate in order that he may properly dispose of that child's case is reported on. Then we use probation if the case requires it. We have been prompted in our work along such lines because of the fact that it appeared to be the only proper means of treating the child delinquent.

In considering what to do in order to bring the child from his state of delinquency to a better condition, we have found that by a combination of the church, the home and the school, we could surround him with the best influences for good. I believe you can do much by praying with the child, if that is the way you want to put it. I believe every child should be reared in the faith of his fathers and I believe that child and adult may best be reached by aid of his church when all other influences fail. So, we require for each child a report from his home, a report from his school-teacher, a report from a Sunday School teacher, if he attended Sunday School, a report from his pastor, minister, priest, or rabbi. When that child is placed on probation there goes out from our court letters to each one of these people urging them to join with us in an effort to do something for that poor unfortunate child, and we have found that this system has been most beneficial.

While I believe it is true, because the physicians tell us so, that considerable delinquency is due to mental and physical defects, I still believe, after eighteen years' experience, that delinquency is due to lack of home training. Let us instead of taking hold of this unfortunate child and spreading him out before the world or throwing him upon the world, calling the attention of everybody to the fact he has some minor failing, let us protect him; go into the homes; right the home; get rid of the drunkenness and other causes of delinquency of this generation, and the next generation you will have a new class of people. Your probation work won't tell to-day or to-morrow. You people are not going to get the results of your work this year or next, but perhaps when you have passed and gone, the next generation will turn to your memory and thank you for the work that you have done.

I have seen few cases where I could not honestly say that for the child's delinquency the parent was at fault. If we could only do something to change this condition of things, to bring about better home conditions, I am satisfied that we wouldn't have to burden ourselves with so many fads and fancies; I am quite sure that we would find our children much better. We must admit that the home is the surest, safest and most powerful means for the proper training of the child. Here the child is taught parental love and obedience, with these the child will have all that is necessary so far as regard of law is concerned. You show me the boy or the girl that loves his or her parents, and I will show you a boy or girl that is qualified to be a good citizen; and the contrary is true. Show me the boy that has lost his love for his mother and I will show you a chap that probation won't help. The only place good for that boy is an institution, let it be of correctional character or otherwise, but a place where he will not contaminate the morals of the other children.

The home is the place to which we should all turn our attention. The home government is but a lesson for the child for his method of living in after life. The father, the presiding officer if you will, and the mother his assistant, or visa versa, just as you please, with the rules and regulations in the home obeyed, the opportunity for delinquency disappears. The children of the street are the delinquents, and why are the children on the street? Because the parents do not care whether they are on the street or some place else. A few cases I will admit come from good homes, but they are so few they are scarcely worthy of consideration.

Did it ever occur to you when you see these children in court, have you ever noticed as they come, frightened, weeping and trembling before our courts, for some childish prank, that they really do not know what they are there for? In case they do do something that is wilfully wrong, when the policeman tells them they have done wrong they are disturbed; more so when the magistrate speaks to them. You will hear the expression, "Oh, I hope my mother don't hear of this." The child tries to save his mother from the knowledge of the fact he has done wrong. Once the mother or the parent learns that the child has done wrong and the child

comes before the parent without proper correction or proper management, without an effort on the part of the parents to do something to impress that child with his wrong-doing, immediately the child has passed into a condition which begets more serious offenses if opportunity presents itself. Failure on the part of the parents to thoroughly impress their children with the fact that the law has been violated, with the fact that they are wrong-doers, simply aids the child in his wrong doing.

We use in our city what we call the parole system. This applies to the adult's case. The parole system was brought about some years ago as a result of observation and investigation of persons who neglect to provide properly for wives and families. We came to the conclusion that there were some men, who had the responsibility of the care of a family, who would be quite willing, if opportunity permitted, to be relieved of that responsibility and to cast the responsibility upon somebody else, even though the court saw fit to commit them to jail as disorderly persons, all of which would mean in a great many cases that the unfortunate wife and family would be dependent upon the community. So as a result of some study we brought about this system which we named the parole system which simply meant that we placed these men on their honor. We have a talk with them; try to point out what their responsibilities are; try to encourage them and help them to get work and ask them to report to an officer that we call a parole officer. This, of course, is now called adult probation, but this system was introduced before probation was brought about. While the average has not been more than one hundred cases a year in this city our records show that since this system was inaugurated, about \$70,000 has been paid to families as a result of promises made in court. A portion of this sum we receive in court; about \$3,500 being collected each year.

The Probation Commission surely is to be commended for its efforts in behalf of the probation officers and the magistrates for giving us such opportunities of becoming somewhat better informed upon the work that we daily engage in. We all may do some work that will be worth while if we continue to be patient, if we continue to be just and fair with the unfortunate class of persons we meet. I know of no better means of helping some of

the unfortunate than by the application of a little kindness. All the world is not bad ; there are bad people in the world and there are good people too, and if all the good people in the world were to stop and think of their less fortunate brothers and sisters, if all the good people in the world were to extend a helpful, loving hand to those less fortunate than they, how much better the world would be.

SECOND SESSION

Monday Morning, November 15

NEW METHODS OF WORKING WITH PROBATIONERS

MR. BERNARD J. FAGAN, ACTING CHIEF PROBATION OFFICER, CHILDREN'S COURT, NEW YORK CITY: I cannot imagine a probation officer being successful with his cases if he at the beginning does not attempt to win the confidence and friendship of his probationers. I do not mean that we are to begin with any degree of familiarity between the probation officer and the probationer, because familiarity, as you know, breeds contempt; there is a difference between that and friendship. Friendship breeds love and kindness which familiarity does not. Therefore, we could go right through this program and work out some very helpful suggestions for us in our work as to what is a proper way to win the confidence and friendship of our probationers. One of the ways is by introducing them to clubs and various other co-operative agencies and by special attentions. Personally, I am not an admirer of the group system of reporting. I feel that more effective work can be done by home visits; but I realize that an officer with ninety or one hundred on probation who attempts to get in touch with his cases at least weekly, cannot make that number of visits and attend to his other duties. Therefore, what is the best way to obtain the desired results under a reporting system? How can the reporting of probationers be made more valuable? Any of you who has witnessed the system of reporting has the weakness of the system forcibly brought to his mind, as the probationer answers the questions put to him, suiting his answer to the question in every case. "Johnnie, have you been good since I saw you last?" Johnnie says, "Yes, sir." "Have you been to church regularly?" "Yes, sir." "Have you been to school?" "Yes, sir." "Are you working steadily and giving your money to your mother?" "Yes, sir." Now, the question is, what way have we to check up those various "yes, sirs," or "yes, ma'ams"?

MR. W. E. MOUNTENEY, COUNTY PROBATION OFFICER, WEST-CHESTER COUNTY: Before I was actually appointed probation officer, I began to work out in my own mind some of the ways in which I expected to accomplish the results I wanted to accomplish. Among other things I thought of the furnishing of my office. Of course, a desk and chair, a typewriter, but being a minister at that time I thought I ought to have a few gospel texts and decided on some mottoes. I have been modifying that, and I believe I shall be able when I get my new office to put into the furnishing of the office that which will give me the key to begin the winning of the confidence of the probationer. I propose to have mottoes on the walls of my office and things of that kind, but I intend to put up some other things, like pictures of the fruit of the State, and I shall bring into the office little objects of interest, so that when a boy comes in he will be mousing around the place and his attention will be fixed on one thing or another and, I think, in that way I shall be able to get into contact with him and establish a point of contact, and in that way begin to win his confidence. That thought was evolved not out of probation work, but out of 'twenty years' of association with boys. I have found if I wanted to get at his heart I had to find the thing the boy was particularly interested in. We have got to make short cuts in our work and establish a point of contact by having in the office something that will reveal the boy to us.

There are some cases I cannot delegate; I have tried it over and over again in my work among boys and I found a great number of cases I cannot delegate, and I must deal with them alone. In every case we must keep close touch and have supervision of what is being done.

I was amused at Mr. Fagan's demonstration of those questions and answers. "Yes, sir"; "No, sir." They all answer that way if you go at them that way. Approach him through someone or something else. Ask him about last Saturday's ball game to find out if he was where he should have been or not. I find I have to go out once in ten days or two weeks and spend the county's money, when I cannot have the case come to me.

MR. GEORGE EVERSON, SECRETARY, CRIMINAL COURTS COMMITTEE, NEW YORK CITY: Regarding the subject of the overworking of the probation officers, there are two ways, I think, of solving the difficulty. First, is through publicity. I think that the probation officers, as a rule, do not take the public into their confidence as much as they should. I think that probation officers and probation work should court publicity, newspaper articles, etc., to awaken the public to what they are doing. It isn't very difficult for the police department to get adequate appropriation, but when you seek adequate appropriation for probation officers, you find it quite difficult, and the reason is that there is no concerted public demand for probation work, and the way to get a concerted public demand for probation work is to let the public know what you are doing.

The second way is to work with the people that hold the purse strings, the Board of Estimate and Apportionment in New York City, the various financial powers in the other cities. Keep everlastingly hammering at them for added appropriations for more officers. It is decidedly impossible for one probation officer to handle one hundred cases and to do it well, and it discredits the work to have it done in a slipshod and haphazard way, simply because the probation officer has too much to do. Therefore, to protect your own work, you should be all the time hammering at the public and at the public officials for more officers to do the work that is assigned to you. The judges in making their dispositions cannot conscientiously send a man to the workhouse when he should be placed on probation. There is no alternative; they must place the man or child on probation instead of sending them to the institution. They have got to give you these probationers and you have to take them. The only solution of the difficulty is to get more appropriations for the work that you are doing and I think the state probation conference should consider a wider plan for securing larger appropriations for probation officers.

MR. WILLIAM E. WILEY, CHIEF PROBATION OFFICER, CITY COURT, BUFFALO: Since our last conference, I am glad to say that the Buffalo City Court has prevailed on the city legislators to more than double its force of probation officers. When I was

here last, there were five assistant probation officers and myself. We now have eight male probation officers, two female, a cashier and a stenographer, and myself. Of course, it took but a few weeks to show greater efficiency in the work.

I think that the home visit is one of the corner stones of probation work. My method now of supervising my home visits is this. Certain probation officers have investigations and their attendance in court is required; others are told they needn't come to court for a couple of days, but are to do nothing but look up different probationers through home visits, wherever they think it is necessary. My men spend evenings making home visits. Of course, the need of visiting depends entirely upon what the case calls for. Each of my probation officers is required to turn in a weekly list of delinquents and to state which needs personal attention. Then in some cases, when you have had a probationer on month after month, you come to know him pretty well and you learn that some cases do not require much attention. Then we devote our time to some other case which needs it more.

MR. PATRICK MALLON, PROBATION OFFICER, CHILDREN'S COURT, BROOKLYN: If we can only get the co-operation of their agencies, the home and the school and the church, then our work is easy. I haven't any faith at all in the number of visits that a probationer officer makes to the family. The fact that he has been there twice proves nothing, because it may be that the parents are all that possibly can be expected, and when the boy slips, and the lapse has been brought to their attention, they are as anxious as you are, and much more so, to correct it. On the other hand, that information can only be gotten by a visit to the home. A man can size up a place the very minute he goes in and looks around. I find it difficult to get ideas from mere reports. The eye takes in a thing better than the other senses.

Regarding this enormous number of children on probation. The children's court is crowded up with petty things that ought to be, it seems to me, turned away with a reprimand to the parents for a good spanking, or to the school teacher, and then the probation officer could have leisure to give to the cases needing attention.

The adult probation officer has to watch certain men, like thieves, who he is dead sure won't make good and the first thing he knows one of them is arrested again, and then there is a black mark against the probation officer and the judge will hold it up as a failure of the entire probation system and of carelessness on the part of the probation officer.

HON. JOHN B. STEVENS, COUNTY JUDGE. ROCHESTER: I believe that public attention is now being directed to the subject of the proper persons to be placed on probation. My attention was called recently to an editorial from a western paper to the effect that courts were loading up the probation system with people who should never be on probation, establishing probation as a sort of a substitute for punishment in cases where the individual before the court ought not to receive the benefits of probation. It had already been tried upon him perhaps again and again; the probation officer had no further influence upon him for the simple reason that the probationer knew that the judge was a little bit higher than the probation officer in authority and, consequently, as long as the judge was upon his seat there was no reason why he should obey the probation officer.

One of the principal things for the probation officers to do is to bring up the judges right. We have heard the expression used, "Train up a father in the way that he should go." There is the same kind of advice to be given to the probation officers to train up the judges in the way they should go. Some of you probation officers have had this experience. After you have served for many years long and faithfully, learning something about this matter of probation, then a new judge would be elected, a perfect amateur in this business, and by reason, perhaps, of lack of interest and inquiry into the methods of probation, very much of your experience is wasted. Your word doesn't go; he adopts his own methods and ideas and there has got to be in that community a certain measure of failure before the judge is instructed in the proper methods of probation.

We are operating under a special law in Monroe County. Under it we can do most anything that is for the welfare of the

child. That is the chief inquiry always, what is best for a particular child. We not only have jurisdiction of the child for the present, and not only jurisdiction of its person and of its immediate custody, but we have also jurisdiction of his property and appoint guardians for him and take care of the property in that way, as we have done in several instances, supervising the expenditure of the child's money for the child's benefit. But the important thing, the important feature, is that the court has a continuing jurisdiction. It is not merely for to-day or that we shoulder the child off into an institution and get rid of it there; our obligation does not stop, but it continues until that child is twenty-one years of age. That accomplishes this. If we should happen to make a mistake in the commitment of that child, we do not have to wait for the board of managers to expend a year of effort upon that child; we can commit it to another institution, or we have the power to take the child from any institution after we have once committed it there. We haven't exercised that power very much, never, I think, against the wishes of the institution to which the child was committed, for it would interrupt and interfere seriously with the discipline of any institution if a judge could commit a child and then a week or ten days later, under the importunities of the father or mother, let the child out again, but when we find that a child has been committed to one institution and it isn't a good fit we can change it, and in some instances that has been done to the benefit of all concerned.

THE RELATION OF PROBATION AND PAROLE

MR. CHARLES L. CHUTE, SECRETARY, STATE PROBATION COMMISSION: This section is devoted to the subject of the relation of probation and parole. We have never discussed parole at any of the annual conferences so far as I know. We have discussed probation and we have discussed parole in discussing probation, because they are very much the same kind of work. I think it is especially timely to take the subject up now inasmuch as parole work is being much talked of in the State. A new parole board is about to be appointed in New York City and a great extension of the system is to come in the near future. Also we find from the reports of probation officers to the State Probation Commission that every month there are more parole cases reported as being in charge of probation officers. It is a question of how much parole work probation officers ought to do. There is the question of how to combine the work and what we, as probation officers, should do to improve the parole work of the State. Our last reports showed there are 96 parole cases in the charge of probation officers in the State; that is, committed to the exclusive care of probation officers. The largest number is handled in Erie County; quite a number are handled by officers in New York City.

MR. FREDERICK C. HELBING, CHIEF PAROLE OFFICER, HOUSE OF REFUGE, RANDALL'S ISLAND, N. Y. C.: It is indeed gratifying to me to know that a section of this conference has been set aside for the discussion of the possible co-ordination of the work of the probation officer and parole officer. As far as I can see, there is little difference between the two. The probation officer, on the one hand, works with the offender before he goes into the institution and endeavors to keep him from going there, and on the other hand, the parole officer handles the offender when he leaves the institution and tries to help him walk the straight and narrow path. The work of the parole officer, in my opinion,

should commence as soon as the child is committed. As soon as a child is committed to an institution the constructive work to get the child ready for parole should commence.

For the last eighteen months report blanks have been sent out from the House of Refuge to the various probation officers, to the various judges, or whatever agency has handled the case, for information relating to that child or its family. The institution wants to know whatever the probation officer knows of the boy or his family. Why should the records which have taken months, perhaps a year to gather, be placed on file in the office of the probation officer and forgotten? Why cannot those records or a brief summary of them be transmitted to the institution which is to handle that child? The response to our efforts has been gratifying. These reports have helped us to know whether the child should stay in the institution a month, two months, a year or two years. The reports which we have received in many instances are just a summary of the case. I realize that probation officers are handicapped; that they cannot give their time to do clerical work, but a little information that we can receive goes a great way.

If my figures are correct, there are approximately 5,000 men, women and children on parole from the various State institutions under the supervision of twenty-four or twenty-five parole officers. The House of Refuge has 6; the State Industrial School at Rochester, 5; the various State prisons, 3; Bedford, 1; Hudson, 4. Is it fair to the paroled inmate of an institution to allow him to go out into the community without supervision? Is it fair to the community at large? I think the sooner we find out that parole supervision pays, something will be done.

MR. DON C. MANNING, PAROLE AGENT, STATE AGRICULTURAL AND INDUSTRIAL SCHOOL, INDUSTRY, N. Y.: Regarding the methods used by the parole officers at our institution, there are several points on which I would like to comment. First, the matter of investigations. It is absolutely necessary for the various institutions to have a positive knowledge of the conditions from which the child came to our institution before we can lay

out any systematic plan whereby we may bring about his reformation. We have three travelling officers who make a specialty of travelling continually. The State is divided into four districts and these men continually visit the boys on parole.

I lay particular stress on the personal visits, because from our experience, if the boy has a tendency to side-step a little and knows about the time our officer will visit him, he begins to straighten up. Then we receive reports. The parents are sent to the judge of the court with a form letter for his signature. They agree to properly care for the child. We do the same with the clergymen of the various creeds and in this way we place around the child moral and civil influences. When our officer visits the boy, the parents know it would be useless to lie about his condition, because the officer would immediately go to the judge, the clergyman and the probation officer; thus we get a very fair knowledge of how he has been behaving.

We have approximately 1400 boys under parole supervision and 800 boys at the institution; of the 2,200 children we have, with a rare exception here and there, no children of church-going people. This applies to all creeds. I mean by that, people who are actively identified with the activities of some particular church. Now, you can form any conclusion you wish regarding religion as a matter of reform.

I have always hoped that a hearty co-operation could be established between the probation officers and the parole officials, because in the absence of or during the time when our officers visit the boys in the local communities I believe it is a good thing for them to realize that there is someone in the locality who is actively interested in their welfare.

MR. WM. F. HODGE, COUNTY PROBATION OFFICER OF ONONDAGA COUNTY: The first sub-topic suggested is the "Need of Parole Work." A little review of what the State has done or what the State has provided for that sort of work ought to speak for itself. According to the last report of the Probation Commission there were something like 3,800 individuals placed on parole during the past year. Those cases were entrusted to the care of twenty-five parole officers, and average of 152 cases each.

As probation workers, we do not expect to have over 65 or 70 cases each, and yet these parole workers are crowded to the limit of 150 cases each. Not only that, but each institution carries on its work independently and its representatives are supposed to travel over the entire State. The Elmira Reformatory, I believe, has four paid parole officers; three are located in New York and one in Buffalo, and they look after something like 500 cases, an average of 125 cases each. The rest of the parole work of Elmira is scattered throughout the other counties of the State and amounts to about 500 cases, either entrusted to police officers, chiefs of police, voluntary workers, or others. The other institutions of the State have one parole officer each. I believe Randall's Island has six, and they take care of 400 cases. They had the lowest average of any institution, an average of about 60 cases for that particular year; but considering that each of their parole officers have cases carried over from other years, it brings their average up to 125 or more, I believe. Mr. Manning said that five men were looking after 1400 cases and that the State was divided into four districts, an average of nearly 300 to each man. I mention these figures to show the impossibility of any personal supervision whatever on the part of the parole officers.

The work of probation and parole is, of course, essentially similar and a large measure of its success naturally depends upon the personal supervision which the parole officer can give to these individuals. With such an overlapping system as is in vogue under the present parole system, with each parole officer extending his work over large sections of territory and with the large number of cases to look after, it is practically impossible for him to give any personal supervision whatever. The result is that his work is entrusted largely to volunteers, who, while well-meaning and conscientious, nevertheless, haven't the personal interest of the paid probation officer; the chiefs of police and peace officers are not temperamentally adapted to parole work. The nature of their work of running down criminals naturally predisposes them in the outset against anybody who has a criminal record and the helpful and hopeful condition of mind which the

probation officer must have in order to be successful in his work is in their cases largely supplanted by doubt and suspicion. You cannot expect the best results of parole under conditions of this sort. What the man needs is help and he wants it at once. He doesn't want to wait until a parole officer comes around to see him, perhaps many months after coming out of the institution. He wants help right away. Naturally he is weakened; naturally the finer edge of his manhood has been turned a little bit; he is going home to his parents and friends and, naturally, he is ashamed and humiliated on account of the condition which has brought him into prison, and with these things hanging about him like a wet blanket, as he comes forth to make a new start, it isn't surprising that he should become discouraged and fall back, and there is nothing that can be of more help and encouragement to him than to meet someone like the probation officer or some friend who is ready to give him a cordial greeting or friendly handshake or assist him in obtaining a job, as I did for a fellow last week who was paroled from Auburn Prison. All those things necessarily encourage him and help him to get his new start in life.

Successful parole work like successful probation work must be founded on two essential principles. First, there must be watchfulness; i. e., the parole system must extend the correct supervision. Second, it must be a helpful supervision, a supervision which has in it the element of help, and that, I believe, is lacking in our present parole system because with the number of cases which each officer has to look after, it is practically impossible for them to afford to the individuals entrusted to their care any element of personal help whatsoever.

There were committed last year to Auburn from Onondaga County 30 cases, and out of that number there were 13 cases of boys who had been to Elmira. Out of 37 cases which had been sent to Elmira, there were 14 cases of boys who had been in the Rochester Industrial School. Practically 40 per cent. of the commitments in the county court were cases that had previous records in one or the other institutions. I believe the Prison Commission two or three years ago conducted an investigation in the State as to what had become of the 500 boys who in 1904 were discharged

from the Rochester Industrial School. The result showed that in 1911 about 45 per cent. of those boys had found their way back to jail. There was something like 15 per cent. unaccounted for, presumably many of whom were in jail. I have no reason to believe that these figures are different now from what they were then. The results of our probation system show that there is only about 15 or 20 per cent. failures, and I do not see any reason why with the proper supervision of parole work this percentage of 40 per cent. of failures should not be materially reduced. With the probation system, extending as it does, all over the State, and with each probation officer working in small communities or units of territory with practically no overlapping, they naturally become the ones to look to; it fits in easily with the work of parole, because there is no traveling over large territories, and no overlapping. Not only that, but the probation officer himself in most cases has some sort of previous acquaintance with most of the fellows put on parole. Almost every probation officer investigates the cases before commitments are made and reports his findings to the judge. After an individual has served his term in prison and is about to be returned, he naturally comes back to the county from which he was committed, and the previous acquaintance which the probation officer has had with his case naturally enables him to give that fellow some immediate help as soon as he comes out. Possibly the fellow is one who had previously been on probation, had failed for some reason or other and had been committed to the institution. The acquaintance which the probation officer had with him before he went to the institution peculiarly fits him to take up the work of overseeing him again and of seeing that he gets a new start in life.

I am glad to know that the work is starting and that the disposition of the institutions is to employ the probation worker as a parole worker. There are objections to the correlation of the two systems. I appreciate that to some extent, but they do not seem to me to be real genuine objections. The thing that is essentially in its favor is that it affords the opportunity of bringing immediate help to the man as soon as he comes out on parole in a way that cannot help being of benefit to him.

DR. ALGERNON CRAPSEY, PAROLE AGENT, STATE AGRICULTURAL AND INDUSTRIAL SCHOOL: Listening to the previous speaker I felt it rather a duty to bring out some facts. I entirely disagree with him as to the advisability of a parole officer interfering unnecessarily and frequently in the life of the paroled subject. My belief is that he should interfere as little as possible. When we send the boys out we want them to enter immediately into the ordinary, average life of the community. We don't want them to be institutional subjects any longer; we want them to become boys. We put them back in the world and we want them to make their own way. I have under my care 370 boys. I know their condition and I know the conditions of their home. Eighty per cent. of those boys are average boys and they don't need any more interference than my boy does. I run around once in a while to find out how they are getting along, but even that is a thing which should be done cautiously, because every time a parole officer or probation officer makes a visit it suggests "badness." I have worked on both sides of the subject. I have been pastor of a church for many years, with a large congregation under my care. There when I visited my visit suggested that the boy was a good boy. Now my visit suggests that he is a bad boy, and when he sees me coming he flinches. The parole officer should go as little as possible and he should not attempt to regulate the life of the boy. The boy has to do that himself. He must find his own job; I do not find the job for him. Therefore, I should differ entirely with my friend. I could take care of 300 boys without any trouble. I visit them too much, if anything. I go to their homes too frequently. They begin to say, "There he comes again," and there is no reason for it.

I recently made a report of the boys under my care and as far as my knowledge went, over 80 per cent. were classified as good. I classified them as "excellent," "good," "fair," and "bad." The "excellent" were those who were above the average boys of their class. The "good" were the average boys of the class. The "fair" were a little below the average, and the "bad" were those who had drifted back again into the care of the court. These boys are boys and nothing else under the sun; they do exactly what all boys do, but unfortunately they are picked out from the great

mass of boys and subjected to penal care; therefore, instead of urging that we should have more parole officers, I should say we should have less and we should not attempt to become the director of the boy. He has got to do that himself and when the time comes and our direction is needed then we are called upon, but in the ordinary cases there is no necessity for it whatever. It is a mistake to suppose we ought to have such supervision over the boy as would bring him under our tutelage all the while. Let him alone, and that will be my advice to the judges as far as possible. I am of the opinion that it is a mistake on the part of the law to commit these boys to the care of any institution until they are twenty-one years of age. Here is a boy seven years old sent up and he is under surveillance until twenty-one. My experience is that they resent it very justly, and they ask me, "When am I going to get out?" You have to keep that boy until he is out of your care, and these boys are committed until they are twenty-one, and I say let them go with as little supervision as you possibly can give them and let them commit a half dozen faults before you see fit to interfere. The parole officers have power to exercise very much discretion. We can arrest the boy on parole and take him back if we decide he ought to go and our sole effort is to keep him out; we will do everything to keep him out of the institution. I am called on as parole officers are, to take these boys back but in the course of the year, I took back only ten out of my three hundred. Now that is not so great a number, and nothing lies like figures, so when we are told 40 per cent. of our defendants are in a certain batch of men sent to prison we must remember that 20 per cent. of those boys failed. It isn't 40 per cent. of our boys that fail, for they don't. Being average boys, they get along as other boys do. We don't expect them to be saints — we are none of us saints — but we do expect them to be the average boy of his class.

MR. MALLON: I think it is absolutely necessary when a boy is placed on parole that the parole officer or probation officer, whoever is acting, should ascertain immediately if the boy is getting the proper start; if he has secured work and started normally, then of course he can be left alone to himself. It is not necessary to follow him up every day if he has the proper start. We have

boys paroled from our private institutions such as the New York Catholic Protectory which takes the same class of boys as the House of Refuge, and they do supervise the boys when discharged, but I have often found fault for not getting after the boys soon enough to ascertain whether he goes to school or not when discharged. The question is, does he do that, and I think the institution ought to have the opportunity to ascertain if the promises which were conditions of discharge are being kept, then when the boy is started regularly and his parents or guardians are normal people we let him alone, but there ought to be enough supervision to make certain that the boy did begin regular normal life. This business of following up boys and men is all wrong, but I think the institution owes it to itself and society to see that the promises made are fulfilled in the beginning, and of course we must assume that if the boy is well disposed the parents will do their part.

THE CHAIRMAN: I, for one, certainly disagree with Mr. Crapsey. I don't see how any man can supervise 400 boys and know what they are doing. I speak from an experience of seventeen years in institutional work, and I believe I know the boy not only inside the institution but outside; I want to know what the boy is doing while on parole. I will admit our institution does not and cannot supervise the boy as he should be supervised, and I am willing to go on record that no man, whether it be in the rural districts or in the city, can properly supervise and do constructive work with 400 boys.

SECRETARY CHUTE: Some of the points which have been raised can be bought together somewhat. Now, I think that the statement of Dr. Crapsey that the visits of the probation officer or parole officer — and I think their work is practically identical — are looked upon as an interference in the boy's life is wholly wrong. That strikes at the root of our probation work. The visits of a good probation officer or parole officer to the families of boys or men on probation do not interfere with his life if carried out in the proper way, and they are not so considered. I know from experience and investigation in the State that probationers welcome the visitation of good probation officers. The same thing

would apply to parole officers if they made visits. They are helpful to the probationers and are not necessarily suggestive of evil to either the persons on probation of parole or to their friends, relatives or families.

Probation and parole come very closely together, as many boys and men are first probationers and then are placed on parole and then probationers again sometime. I was reading the other day that in one of our smaller cities the judges had instituted the plan of taking men convicted of public intoxication and who are victims of the disease of intoxication, and instead of putting them on probation they send them to the county jail for a few days to sober up and get the alcohol out of their system; then they put them on probation. Of course, that is parole after having served time in jail, but they need the same care as they would if they had not spent a short period in jail.

We hardly need to discuss the fact that persons on parole need supervision and need just as much supervision as probationers. We all believe we cannot give our probationers enough supervision and certainly the persons on parole are not given enough supervision with only twenty-five parole officers in the State and these covering overlapping territories. I believe that the solution has been suggested for sometime in this State. When it was first suggested that probation officers should handle parole cases in their districts, there was a good deal of opposition. I think that opposition has been dying away. I find that probation officers not only are handling parole cases, but would be glad to handle more if they had time; the argument that probation officers haven't time in our cities to handle parole cases is no argument against their doing so. There should be more probation officers so they could handle cases in their localities. In urging that solution we might overlook the importance of the institutions keeping in touch with their cases. They should keep in touch with them, but I think they could do it through the local probation officers, and I believe it is going to work out in that way as it has in some other states. In Vermont probation and parole are correlated and the same officers handle parole and probation cases throughout the State. I believe that is the only practical solution and it is going to come. I don't think there should be any general differences of opinion among

the officers, probation or parole, here present, on the proposition that probationers and paroled persons need practically the same supervision and care and all the help we can give them.

MRS. MAX TAHLHEIMER, CHIEF PROBATION OFFICER, SYRACUSE: I was very much impressed this morning to hear from almost all the speakers about the overcrowding of the probation system. It reminded me of the street car that always seems to have room for one more. I have at present a number of persons on parole and I find they are very much easier to handle than those on probation, they have had the restraint of prison or institutional life; they seem to have learned the method of following their officer. There should be co-operation between the probation and parole officers. It is our duty to do whatever we can to help those who come to us in one way or the other.

MR. MOUNTENEY: It seems to me it would be impossible to have supervision over such a large number as Dr. Crapsey has under him, and for one, had such a large number been given me I would be hard pressed to find a way to do that work satisfactorily. I received two cases from Great Meadow Prison. They were paroled first to the Captain of Police and he turned them over to me, telling them that they must seek out the county probation officer. Be it said to the honor of those men, they sought me out. I went into Valhalla and found them in an Austrian saloon and went without a probation officer's badge or any authority to be there at all. I am getting no little pleasure in my dealing with those two men. They learned something in prison as Mrs. Thalheimer has suggested; they learned that certain men had certain authority, and they come to me as cheerfully, more cheerfully perhaps, than anyone else comes to me and they answer questions cheerfully; I believe they feel I am their friend as much as any person. I think we can do a certain amount of parole work and I am figuring on the day when we shall have an adequate force of women and men officers in Westchester County and when one officer can be delegated to take charge of the parole cases.

MR. EVERSON: This idea of merging probation and parole came up in New York City recently. The idea of merging probation and parole is a very good one. At the present time, however, it seems to me as if it was rather inopportune. Both probation officers and parole officers have more cases than they can attend to. The authorities who appropriate the money for those two kinds of work think: "Well, now we can merge these two things; put them together and it won't cost any more than it will to run the probation system." That is the practical way in which the financial authorities look at it. It would not only have precluded the establishment of the proper probation and parole system, but would have ruined our present probation system. So in considering this question, let us be practical and be sure that we have these systems on a proper footing or be sure we have a plan of merging which will not injure either of the two systems.

I would like to speak on the possibility of having the records of the probation officer forwarded to the institution in case probationers be committed to institutions. I would suggest that each institution furnish to each court from which they receive children, a supply of blanks with proper spaces for all the information wanted about the child when the child enters the institution.

MR. MANNING: Relative to the placing of children on parole under probation officers. When we abandoned the idea of four walls — please do not misunderstand me; four walls are necessary for a certain type of delinquents and I approve of a certain class of boys being confined in a walled institution — but the plan and intention of our institution in abandoning four walls was that these children were the result of circumstances; that they had never lived as normal boys live, and that the State of New York was to provide a normal home for them with the view that if they lived under normal conditions they would be normal boys. The biggest percentage of our boys are the result of misdirected energies. We have two types, the wornout American family, physically and mentally degenerated, and another type which are, to use a term quoted in Dr. Crapsey's report to me, "progressive criminals" — boys who are absolutely normal in every respect, mentally and physically,

but have lived in the wrong environment. We bring them into our institution and classify them. We place homeless boys with homeless boys, and we operate thirty-one small institutions from a central plant with the home life developed to its highest point. It is not an uncommon thing for the boys to cry when leaving the school.

An assertion is made by many authorities that the boy has lacked kindness; he hasn't had the proper treatment at home. The boy has lacked discipline; he has lacked justice. He has been allowed to drift into his home at two or three o'clock in the morning and if the father came in and felt like knocking the boy around the room he did so; the boy has been killed by the lack of justice, not the lack of kindness; he has been killed with kindness misdirected; he has been allowed to do exactly as he pleased; there is no discipline as fine as discipline in a well regulated home.

We send out these blanks immediately after application has been made for the release of the boy:

"Will you kindly take this blank to the Judge of the Court, and ask him to sign it and return it to me at once?"

"Dear Sir: This is to certify that the home of..... is a proper place to which son may be returned. The parents or guardians have agreed to see that this boy has proper employment or that he attends school, if he is of school age. They have also agreed before me to properly clothe and care for him. It is understood by the parents that failure on their part, or on the part of the boy, to live up to the above mentioned conditions, will be sufficient reason for the boy to be taken from their custody and placed elsewhere or returned to the school." Signed by the Judge of the Court.

Then there is the letter signed by the Pastor of the Church, as follows:

"Dear Sir: This is to certify that the home of..... is a proper place to which son may be returned. The parents or guardians have agreed to send this boy regularly to Mass and to the Sacraments, and if he has not attained the proper school grading in accordance with the Educational Law, the parents have agreed to send him to school regularly."

Now, the process is this: Mrs. Smith receives these letters. Johnnie is about to be paroled and she sees Father or Doctor as the case may be and says, "I must get a letter from you to get my boy home." "What kind of a letter is it? Well, I cannot conscientiously sign that; I don't know you; do you go to my church; are you active in the affairs of my community?" "No, but I must have my boy." The clergyman then lays down the rules which govern. "I am going to sign this because I do not wish to stand in the way of the boy, but if you don't send him to me regularly, I will notify the institution," and she goes to the judge who says: "My dear Madam, I cannot give you this letter because I had to send your boy away for just one reason and that was because you could not take care of him." "Well, now judge, doctor so and so has given me a letter." "Well, come in tomorrow and I will see about it." Now, then we do not want to do anything in the way of standing in the way of this boy. We get this information first hand from the clergyman, and the Judge, but the idea is to force the people to go to the court. The boy goes home. Following that we send out the home investigation blank and our officer goes there to find out whether the home is proper or not. Following this, comes the statement or system of quarterly reports which are sent to the home and the supervision by the officers then begins; we keep record of this and verify it by documentary evidence. We have in the district which I personally supervise something like 138 boys and I have seen all of those boys within the last six or eight weeks; 81 per cent. are doing well.

HON. HOMER FOLKS, PRESIDENT OF THE STATE PROBATION COMMISSION: I will only take a second now and I should like to keep to the subject of the morning — Probation and Parole Work and Its Supervision. A suggestion was made a year or two ago by the State Prison Commission that the work of visiting those on parole should be under some central State board of inquiry such as that to which the probation officers are subjected. That suggestion was made by them because of this fact: the person released on probation is released conditionally, of course, and it is important for the State as a whole to know whether those conditions are

observed or not. The release on parole is exactly the same; it is a conditional release on good behavior; the element of the home conditions enters also. Now, it is equally important for the State to know whether the machinery for enforcing that conditional release exists or not. As a matter of fact, there are very wide variations. Each of the various institutions, has its own plan of dealing with its parole work; it is in full administrative control of that system. Each State prison has its parole agents and is in full administrative control of that parole work. Now, it is generally understood to be the fact that so far as the prisons are concerned the parole officers are so few in relation to the numbers who are released on condition of good behavior that it is a physical impossibility for them to have any kind of information whatever as to how those men are doing, except by the written reports which they receive from the men themselves or from others who have become interested in them. It requires no genius for a probation officer to know that that plan is bound to work badly and under those circumstances a conditional release is not a conditional release, but in most cases, unless a man acts badly enough to be rearrested and brought into court, he goes on his own way regardless of the fact that he is conditionally released on good behavior. As between the different institutions there are different grades of efficiency and the number of people available for the work differs also. There is no standardizing of reports; there is no standardizing of information as to how many people are on parole. It is around 5,000, but nobody knows exactly. In other words, there is none of that effort to arrive at a reasonable degree of uniformity such as exists in probation work, and I believe that to be a very vital necessity; I think some of the opposition that existed to that move was due to a failure on the part of the Elmira authorities to understand the difference between administrative control of parole which is vested in the various institutions and an inspectorial recommendation which was proposed by the bill.

Now, take the institution which was just under consideration. I am disposed and constrained to believe that the amount of work put upon its parole officers scattered over all parts of the State

is such that it is not possible for them to maintain that high degree of supervision which they would wish to have.

A while ago we made a survey of sickness in Dutchess County and in that survey we made a house to house canvass of four towns; visited every house. Of course, we found a great deal of feeble-mindedness, and things like that; some extremely degenerate families in which there were the most brutal combinations of evils of all kinds of which I have ever known. In one of those families there was a boy on parole from the State Industrial School. He had been committed to the State Industrial School because of the bad conditions in the home and for bad behavior. At the end of a certain length of time he was released and returned to this very same place — a nest of feeble-mindedness, degeneracy and evil of every description — and his parents knew just enough to send a report saying he was doing well. If anything could be more sure to insure his return to evil ways, it was his being returned to this home. The institution cannot be at fault because it hasn't the staff to go out and personally see those places before allowing the child to return and nothing in this world will take the place of first hand, direct knowledge gained from personal observation. In the future in dealing with those released under this personal oversight — both those who have not been placed in institutions and those who have been — it seems to me inevitable that we must devise a more efficient machinery for being sure through local direct personal observation what the conditions actually are and we must depend less and less on written reports and on correspondence.

MR. JOSEPH J. KINGSBURY, CHIEF PROBATION OFFICER, BUFFALO CHILDREN'S COURT: I would like to ask Mr. Manning whether or not his institution adheres strictly to the reports received from the judges of the various cities from which boys are committed and if they are ever returned home before such report is received at Industry?

MR. MANNING: I wish to answer Mr. Kingsbury's question by stating that there are exceptions to all rules and I will have to state the individual case where the boy is returned

to his home in the face of the recommendation of the court, the clergy and of the parole officer in the district. I have in mind the case of a lad who went into the City of Buffalo, a boy who was tubercular to begin with and not a fit subject to be placed in a family because he might transmit the disease to others. This we knew, and that is something the Judge of the Court and the parole officer could have no possible knowledge of. Therefore, in the face of his recommendation the boy was sent home. The family were continually writing to the institution for the boy to come home; he had a strong love for his home and politely told me when I came in that if I placed him in the country he would run away and would rather stay in the institution. The authorities in the institution feel it is better to safeguard these children with such means as we have at our disposal than to send them to a home knowing they will immediately leave at the first indication of trouble, and will return to the city with a knowledge that they have violated their parole.

There is one point regarding the mentally defective child referred to. Our institution is not prepared to take care of mentally defective children and we have no means there. They are a subject of ridicule for the other boys so we send them back to the counties from which they came and if the county authorities will not accept them we send them back home.

THIRD SESSION

Monday Noon, November 15, 1915

ADDRESSES AT THE LUNCHEON

HON. ALPHONSO T. CLEARWATER, MEMBER OF THE STATE PROBATION COMMISSION: I was rather taken aback when I arrived in the hotel to hear announced in stentorian terms that the *prohibition* luncheon was now ready. That designation might well apply to our luncheon for it cannot be said to be alcoholic.

It so happened I was Chairman of the Committee of the Constitutional Convention upon Penal Institutions, Reformatories, and the Prevention and Punishment of Crime, a member of the Judiciary Committee, and the vice-chairman of the Committee on Education; and thus it was that all of the matters which were discussed before the Committees of that Convention having to deal with the punishment of offenders and the different ways of dealing with them with the purpose of reforming them or of ameliorating their condition, came before me. We had all the uplifters and I might add all the down-pushers who interest themselves in that question. Everyone who had a plan for the reformation of criminals came. Everybody opposed to any such plan came, and thus it was, that often I had to walk downstairs at one o'clock in the morning, the only occupant of the Capitol except the night watchman remaining to gather up after our sessions the material which was showered upon us. We had before us this question of the constitution of courts for juvenile delinquents and courts of domestic relations, and we incorporated in the Judiciary Article an amendment to provide for them. While our Constitution was buried under a monumental vote, a majority so large as to amount to jocose proportions, yet it is evident from letters I have received from different parts of the State, from people who voted against the Constitution, that there is a regret that the provision relating to the Constitution of domestic relations courts and courts for the dealing with juvenile delinquents failed of adoption. I

was impressed, notwithstanding the disputes which arose between the members of the Prison Commission and the wardens of some of the State prisons about management, that they seemed to be in accord with the views of this Commission in the establishment of domestic relations courts and courts for the trial of juvenile delinquents, and sooner or later, probably sooner than later, the Legislature will submit to the people and the people will adopt an amendment to the Constitution which will create those courts in substantially the form recommended by the Committees of the Convention and by the Convention itself.

The most revolutionary feature of that recommendation and the one we found it most difficult to adopt was the provision conferring equity powers upon courts of domestic relations. To those of you who are not familiar with this term, "the conferring of equity power," is a mere use of words without conveying any idea of what is involved; but it briefly is this. While we have abolished the distinction between law and equity in our judicial proceedings, yet by the daily practice of the courts, we maintain that distinction. It arose out of the practice which originated in the reign of Edward the Confessor of England in the creation of a Department in the Court of Chancery of England by which under an act of Parliament which has been in force so long that it is common law today, the Court of Chancery was made the guardian, the protector, and the custodian, not only of the person, but of the estate of all persons under twenty-one years of age. Also, it was made the custodian of married women who had contingent or vested interests in real property. That practice descended to us upon the adoption of our Constitution at my own home in Kingston in 1777, our first and best Constitution, and it has remained part of the organic law to this time. So jealous are the courts of this State, its Legislature and the makers of its Constitutions that they never have conferred that equity power upon any court except the Supreme Court. They have refused to confer it upon the county courts and inferior courts and therefore the effort of the Probation Commission to authorize by Constitutional provision the creation of domestic relations courts out of existing courts or of new courts for this purpose. Judge Beall can

explain to you how it acts in his own city. He created for himself most humanely a domestic relations court. While it is a decided innovation, it works well under his management, so markedly that in our discussions in the Convention we discussed the success of this method which he adopted. There are many instances in which a man will earn money which may not be paid to him immediately and when it is paid to him he will squander it upon others than the members of his family whom he is bound to provide for, and there has been no legal way of reaching that money and devoting it to the care and maintenance of his wife and children, except through the Supreme Court, a very expensive proceeding.

The object of this Constitutional provision was to confer adequate power upon courts of domestic relations and to give to these courts by order of injunction, power to impound not only a man's wages, but to impound his vested and contingent interest in any property, because there are many who have property in the hands of others who live riotously and whose wives and children suffer. The contention was for a provision which would enable these domestic relations courts to deal with this state of affairs and put the fund in the hands of an officer of the court to disperse as the court might see fit. There was a long struggle before the Committee on Prisons as to its advisability. Lawyers are a conservative body; I would not say they are reactionary, but they do not progress with speed and the majority of the members were lawyers and doubted the wisdom of conferring this great power upon courts of inferior jurisdiction, but after a long discussion and much argument they decided to do it. Then came the struggle with the Committee on Legislative and Other State Officers. They asked that that question be referred to them. Some members of that Committee thought they saw in that amendment some hazard to the commonwealth. Then was the struggle before the Judiciary Committee where we had Mr. Folks, Judge Mack and Mr. Wade, members of the Commission, and before my own Committee came the District Attorney of New York to advocate this amendment very strongly; also Mr. Rosslyn and Clerk Riley. Notwithstanding implacable animosity over other matters this seemed to be the only matter upon which these illustrious combatants were willing to

agree, and did agree, a wise thing to do. Alas! it was buried under this monumental majority of 500,000. However, as Senator Root said in a letter which I received from him on Saturday, it is only a question of time when the wisdom of what we did will be apparent to the people of the State and they will adopt it by separate Constitutional provision.

While it is a matter of regret that I have not been able to give to the details of the work of this Commission as much time as I would like, during my twenty-seven years' official connection with the administration of justice, as District Attorney, County Judge, Judge of the Supreme Court and member of the Probation Commission, I have had impressed upon my mind the wisdom of probation work. I received a letter yesterday of which briefly I am going to speak.

When I was District Attorney of Ulster County in 1878, it was a turbulent county, one of the most turbulent in the State; it was a time when the Delaware and Hudson Canal had immediate connection with the coal mines of Pennsylvania by canal terminating at Kingston. So turbulent was it that one hamlet containing only forty-five families returned a majority of 698 votes for the party which then controlled the county and thirteen men out of those forty-five families went to prison for violation of the Election Law. There was a large amount of property stolen and the theft seemed to have been well planned and executed. I was my own chief of police, I had no telephones, no automobiles, nothing that the District Attorney has today. I came to the conclusion that three men, two of them descendants of the famous Jukes family, and a younger man whose father was one of the noted horsemen of Ulster and Orange Counties, in fact of the State, and whose mother was a most beautiful young woman not married to his father, had been engaged in the burglary. I had these three men arrested and put into the county jail. I became convinced that the younger man was the victim of the two older men. I tried the two older men and sent them to State Prison and went to the presiding judge and said, "I want to give the younger man an opportunity to reform." He looked like a Greek God; he was twenty-one; handsome; blond curly hair; frank, open face but he was

drifting to the bad. "Well," the judge said, "You can do as you like about this; I will leave it all to you," and so I had an interview with this man and told him I was going to let him go upon the condition that I would keep the indictment over him. I wanted him to go to the West and told him I would give him a letter to a friend of mine who lived in the State of Ohio. He said he would be glad to go and if I would give him that opportunity, he would not do anything bad. I fitted him out; sent him to my friend, to whom I gave an account of his history and parentage, and he gave him a position in his hardware establishment. Now, I shall not spend the time to give a detailed account of that man's life. He changed his name; he has been the Mayor of his city; he is the successor of my friend in the wholesale hardware business; he is a man worth a million dollars; he has five children and eleven grandchildren; he writes me twice a year and I received one of his letters yesterday. That was probation, although the system of probation was not then thought of in this State. People who committed crimes were sent to State prison and rarely got out. There he is today a leading and respected citizen, prominent member of the Baptist church; has been the superintendent of its Sunday School, an excellent man in every way. So far as I know, I am the only person who knows his entire history.

That is what can be done by the work in which you all are engaged and I dare say every one of you who has been engaged in this work for any length of time can recall instances as striking at this one. I am sorry to leave you, but an imperative engagement takes me away. It is a great pleasure to meet you. I fear when I was on the Bench I was rather an austere Judge, but I am happy to say as I grow older I trust I grow more mellow, as we all should, but in all the work in which I have been engaged there is none that appeals to me more strongly, none to which my heart goes out more than it does to the work in which we are all partners — this great work of probation.

HON. JOSEPH H. BEALL, CITY JUDGE, YONKERS: The work in which the criminal courts and in which you as a part of those courts are engaged, is perhaps as important as any work that is being done in the world. A few years ago a writer

in the law magazine, "Bench and Bar," said that in his opinion the inferior criminal courts had a more powerful and far-reaching influence upon the manners, the morals and habits of the people, than the Supreme Court and the Grand Jury and the District Attorney's office combined, and I believe that to be true, because the latter deal, unless in exceptional instances, with the habitual criminal; whereas in the minor criminal courts we catch crime at the fountain head and stifle it. I take it that the success of any administration of criminal justice is to be measured not by whether your jails are full, but by whether they are empty, and that the highest and most important function of human justice is not so much to punish crime as to prevent it.

We have made vast progress in the last century in many lines. I do not speak now of those material things, of that genius of invention which is harnessing the power of the world and revolutionizing all industry; I mean in the application of humane principles to the administration of criminal law and to the various phases of penology, including the administration of prisons. Of course, there is nothing new under the sun, in a sense. There are many defects in our criminal laws, and the Romans had better laws in some respects than we have concerning crime, but we have a humanitarianism which attempts to uplift instead of crushing the man, which regards in the first instance a man's relation to society, which concerns itself with him not as a malefactor alone, but as one of the units of society, as one of the assets of the State, to be encouraged and to be built up and to be helped. I say that I know of no development of this age that is more important than that. Your factories, your mills, your material prosperity, shrink into insignificance compared with the work that constructs that citizenship which stands as the keystone of the State.

In connection with this reform there is scarcely any branch of work more important than probation. I do not want to magnify it; I do not want to be regarded as a faddist; I know its faults and deficiencies; I know that nothing but the grace of God can change a bad man or a boy into a good one, but I do know that this probation system opens up a channel through which the courts can keep men and boys and women in their homes instead of sending them to institutions. I know it, because, as your President,

my fellow townsman, who has done such splendid work for this system, said, I was fortunately one of the pioneers in the East under his assistance, in the development of this system and have worked it out in the court in our big city and have built up a system, the results of which are such that I may say to you, if I may speak in a personal way, that when I lay in a hospital last winter, and the doctors told me I was dying, I was consoled with this thought, that whatever I had done to offend my God, or my fellow-men, I had partly atoned for in the creation of the probation system in the city of Yonkers.

We are met there by very difficult and unusual problems. It is a city of nearly 100,000 people, adjacent on the one hand to the city of New York, with 5,000,000 population, on the other to the city of Mount Vernon with about 40,000 people. There are four railroads running through our boundaries, and 19 railroad stations, with the greatest carpet works in the world, the largest soft hat factories in the world, great sugar refineries offering employment to the unskilled. We have there Italians and Poles from the great de-nationalized Polish Empire; Assyrians and Hungarians, Slavs and Finlanders, all the odds and ends of the earth, earning very little money, pitiful beyond belief. Inasmuch as families of six or seven are being provided for on that many dollars a week, it gives rise to tremendous problems, especially on the boy's side of it with reference to probation.

Curiously enough the number of juvenile delinquents has never increased; in other words, with a 40 per cent. increase in the population of our city, the number of boys hasn't increased any in over ten years. It is one of those things I have never been able to figure out. We have had, I should say, 6,000 boys brought into the children's court and probably in the neighborhood of a thousand girls, and most of those cases have been successful. The boy that comes back to us the second and third and fourth time is the boy that has been in the institution. Of course, you have got to allow for this, that if the boy hadn't been fundamentally bad, I never would have put him in the institution in the first place, but the fact is, the recurrent cases are not the probation cases; they have been sent to institutions and somehow or other they

keep coming to me and I have to send them to the jails or penitentiaries.

I want to say to you probation has been a tremendous success. Let me illustrate. Two boys of about fifteen years of age made up their minds to elope with a girl. Of course, fortunately, in most juvenile crimes we do not have to look for the woman at the bottom of it, but in this case there was a woman at the bottom of it. They concluded to elope. One of these boys was an apprentice in a drug store and the druggist carried considerable money in his cash drawer. So it was arranged that this boy who brought his meals to the druggist should administer to him chloral and rob the cash drawer, and then the two boys and girl were going to leave, and they did. The boy gave the man chloral and got \$300 and they were apprehended by our police at the New York State line, and brought back. Now, there wasn't a thing on earth against either of those boys outside of that charge. There is the judge's problem; what am I to do. You know from your experience that the boy who gets into trouble is the man that is going to get somewhere else if he grows up to be a man. You know that the boy who never got into any mischief and never into trouble is never going to get into anything. It is the strong, resourceful, the fearless, and courageous boy that gets into mischief. He is the one who breaks the windows; he is the chap who climbs into the orchard and takes the fruit, and the one who sometimes steals other things. I had these boys and I took a chance. I put them on probation; let them out, and the town stood aghast. But the boys made good and grew up. One is working for a great railroad and the other is foreman in a prominent factory and they are as good as anybody so far as I know, and they were just on the border line where if we hadn't had this probation rope to throw out and haul them in, we would have had to commit them to an institution.

Years ago I learned of the collection of money in domestic relations cases. I want to emphasize it to you, that that kind of money has bigger purchasing power than any other money I know of. It goes further; it is the most needed money; it is generally where a man has abandoned his family and there are a lot of chil-

dren and the woman is going to make the money spread over a big space. So I got my Board of Estimate to let me appoint a domestic relations probation officer to care for these domestic relations cases and the result has been that today in Yonkers we are collecting over the counter of our court and paying out in the neighborhood of \$10,000 every year of that kind of money. It is an especially fine thing for this reason, that the non-support laws of the State of New York, just like the old age support laws, are a failure. It is no remedy to lock a man up in jail. If they would take him and put him to work, and make him produce something and turn the wages over to the woman, we would have some solution; but next to that is this unconstitutional domestic relations court of mine which works pretty well. The men come every Saturday night and Sunday and put up the \$2, \$3 or \$5 until that amounts to \$10,000 a year.

Let me repeat what I said at the beginning, that this probation work is more important, more farreaching in your own community for the future of the State, in connection with the administration of justice, than any other power or influence operating in our Commonwealth today.

DR. C. EDWARD JONES, SUPERINTENDENT OF SCHOOLS, ALBANY: I have been listening to find out where we stand, as school men, in connection with this great and interesting work which you men and women are doing throughout the State. I do not believe it is possible for me to do my work or for you to do your work unless we understand what each other is trying to do. The thought that came to me most emphatically and has come out of this meeting today is the thought that is underlying all education, whether it is along academic lines or lines in which you are concerned, it is that we have gotten away beyond treating children as masses. There is no longer the idea that here is a school, but today, here are so many souls, each one different from the other. It is no longer the case of whether the punishment shall fit a specific offense, but how does that child fit to his environment; what can we do to bring about a more perfect harmony that his life may

be the better and stronger for it. I hear you say, the environment and it comes back to my own work as I realize how much environment counts in the work we do, and I mean every one of us, for I find that your work and my own is not so far different. We are all working for the same purpose. Where you find the home of poverty, you find the home of the delinquent and you are going to treat that case differently than if it comes from the better home.

We are confronted by the problem of feeble-mindedness as you are. We have all sorts of "Jukes" right here and by different names. One mother of these came to my office the other day bringing along with her a six year old, and a happy smile on her face. Why it would take all the knowledge of the Constitutional Convention and domestic relations court to untangle the matrimonial relations connected with that particular family. One of the members of that family was in Dannemora; another is in Industry and the third one we sent to the truant school and she came bringing the other and said, "Mr. Jones; I think there is something the matter with Johnnie; I wish you would see what you can do for him." Of course, there is something the matter with Johnnie, there is something the matter with Johnnie's father and mother. I find that you too are interested in that problem. I hear some people say, "If you can solve the home relations and conditions, you can solve these problems." True you can, but you have got to get hold of the future and not of the past. You cannot expect to do so much for this particular child and woman; when you find the conditions there that you find, you know it is the home of the future you must get hold of, and I find that is one of the key-notes of this meeting today. It is building up homes for the future; you cannot spend too much time on what is already wasted and destroyed. Do what you can, but realize there are limitations.

Another thought that has come out of this work, is in regard to the physical condition. Is the child beer fed and coffee fed at home? Take our children who have had nothing but coffee and bread, or bread and beer, do you expect them to be able to maintain the same moral strength as the child that is well fed? We don't. You know something of those conditions; those things temper the severity with which you are to judge of these cases.

Then, here is the question brought up by our Health Director. It is the mentality of the child. A boy came into my office, six feet two inches high, sixteen years old, and said, "Dr. Jones, I want a job." "What can you do?" "I don't know." "James, can you tell me what street you live on?" "No, sir, but I want a job." "Can you read that sign?" "No, sir, but I want a job." That boy had been in school eight years and yet the eight years in school had done practically nothing for him, not because the school was bad, but because that boy stopped growing mentally when five years of age, and the boy had gone on to be six feet two inches with a weight of nearly 200 pounds and a mind of five years of age. Such a boy goes out; we cannot keep him after sixteen; he becomes a social problem, perhaps a problem for the probation officers; he gets into trouble; he commits an offense, possibly murder. Is he criminal? To what extent is that kind of a person to be held responsible? Here is the great work, as it seems to me, that lies before you men and women to try and determine and help fix the status of responsibility for all those boys and girls.

It seems to me that we men and women in the schools should be at the bottom of the ladder trying to make your work easier finding these cases before they reach you. If a child is hungry, somehow we must feed him. If a child has bad relations at home, somehow we must endeavor to improve those relations. If there is a need of open-air treatment, then we will put the child in the open-air schools. If it is a case where the child is mentally defective, we will put him in a special class where we can give him the very best he is able to get. We will go to the very limit of that child's power to try to give him all the training that will make him as near as possible self-supporting. If he does become delinquent while with us, we shall endeavor to put him in special classes with men and women whose hearts are in the work and who know how to bring out the best that is in the children. That is the place we must bear in relation to your work. We are all doing probation work; we are but one link of a great chain; we are down at the bottom and I want to feel in my work that by doing the best we can and by coming in as close contact with you as possible, we may be able to make it possible for you to bring

to bear all the intelligence possible upon this problem; so that when the boy or girl is on probation you will be able to know the most that is possible; you will be able to give the best opportunity for manhood and womanhood.

We have up in the Education Building a little exhibit of what our children in the special classes are doing. That is but one illustration of how we are endeavoring to reach out to train these boys and girls, to use their hands, to go into different activities, possibly before they become your problem. It is an inspiration to find the spirit, the soul, that seems to be back of the work that you are doing. It is an encouragement to go back in my school work and feel we have your support and sympathy in our common work of making the lives of these boys and girls better, stronger, more hopeful.

FOURTH SESSION

Monday Afternoon, November 15, 1915

RECORDS AND REPORTS

SECRETARY CHUTE: This session is to discuss the general subject of probation officers' records and reports. I know of no subject that is more practical and important for the probation officer. After all, the probation officer's work has a great deal of routine to it. It is to a great degree scientific. It requires records; it requires system and routine. The importance of good records hardly needs to be emphasized. Our own interest in the work depends upon well kept records; the value of the work to the public depends upon well kept records; the development of the work depends upon well kept records.

You are all more or less familiar with the forms which the State Probation Commission has been supplying to the different courts. I looked up the matter before this session opened and I find that during the past year we have been supplying forty different courts with forms of some kind; very many have been furnished with the entire system of forms and we have sent out approximately 72,000 forms during the past year. Our general system of forms, before it was revised, is given in our manual, but since that manual was published, certain revisions and simplifications have been made, and of these I am going to speak briefly. There isn't one uniform system of records in this State. As the work of the different courts is conducted independently, judges and probation officers have different ideas. There should be more uniformity and we should establish more standards than we have. I am going to outline what I consider a model system of forms, after having studied the records of the officers in various parts of the State and the Nation, mentioning only the necessary forms which every probation officer ought to use in recording his work.

First, and very important is the Investigation Report. Cases, whether given to officers for preliminary investigation or given as probation cases without preliminary investigation, should have a complete investigation made and a record of that investigation

transcribed. The investigation report should be kept in a permanent folder. It must, in most cases, be given to the judge either in complete or summarized form. In most cases it is well for the probation officer to make a preliminary draft of that investigation in the field, copying it in the office. You are familiar with the investigation blanks that are shown in the manual and are supplied to the officers. It has been our opinion for some time that there was too much detail on these blanks. Accordingly, a revised form has been prepared. This is very similar, in fact, almost identical with the Investigation Blank which is now used in the Children's Court of New York City. This blank contains briefly the important facts that ought to be recorded on every probation case. I will not attempt to read or go over them, except to say we have included the name, address, sex, age, date of birth, nativity, residence, identifying description, family description (children, husband, wife, etc.), home conditions, neighborhood conditions, previous addresses, employment record in detail, the education, religion, affiliation with organizations, physical and mental condition — not in detail as on the old blank, but only room for a general statement of the important findings as to physical and mental condition. The same thing as to character, habits and associates, a complete tabulation of previous court records, institutional record, and two full pages for the supplementary report which is perhaps the most important part, the sources of information, facts as to the handling of the case, the address, disposition, date, and the probation officer's signature. Those, I think, are the essentials of the Investigation Report.

The second and equally important form is the Probation History. There is a difference of opinion as to whether these two forms can be combined into one. In my opinion, after studying and considering it very carefully, I believe they should be separate. There should be one blank for the investigation and another blank for the history. In the Court of Special Sessions of New York they have one blank which is too brief; and in the Magistrates' Courts they have adopted one blank, and I think there is too much on that blank. The two reports are handled separately and both are not kept in all cases. Therefore, it seems

to me it is best to have two blanks and to keep them together when the case is active. The ideal system of forms avoids duplication and makes it possible to put a thing down once and yet have it available to get at. So, for the probation history, we recommend the simple form which is now used in many courts of this State, a four-page blank containing none of the questions that appear on the investigation blank, simply the name, address, probation officer transferred to, charge, probation period and, under special conditions of probation, a memo of the money to be paid, disposition, results and a table which may be used to show the visits and reports and then three and one-half pages for a chronological history, showing under each date all the important things which happened in that case. Each of these forms are ordinary letter sheet size, to be filed in the ordinary letter size folder.

These are the two essential forms and if a probation officer fills them out completely on each case he doesn't absolutely need anything else. We recommend, however, in addition, an index card. The old index card of the Commission contained a good deal of information which repeated the information on the investigation blank. We have a new form which contains only indentifying facts; that is, the name, name of parents, name of father, name of mother, case number, date of birth, nativity, parents' nativity, indentifying description, then the probation record and the court record.

I have come to the conclusion that two kinds of cards for all cases handled by the probation officers are sufficient, one for juveniles and one for adults, indicating whether they are placed on probation or whether they are simply investigated by the probation officers and then committed to an institution or given a suspended sentence.

In addition, there are several small forms which are of convenience to the probation officers and which the Commission has recommended; namely, the parents' report, a brief report which may be secured from the parents on the behavior of the child; the church record, one of the occasional forms; the probationer's card, which is quite important, and which we have always recommended to be used as a reminder to the probationer for his time of reporting and to show he is on probation. We have prepared one form

for all cases. It has been recently suggested to me that it might be well to change the wording as between children and adults so it would be more intelligible to children and less childish for adults, and I think that is a good suggestion.

Then, there are the forms used throughout the State for the transferring of probationers; modification of probation, and the order of probation, used especially in the county courts where cases are put on probation and the probation reports to the court.

The probation law requires a monthly report to the judge and many probation officers, I find, neglect this report. Some judges see all the cases once a month personally; others receive reports from probation officers on each case, and a great many judges do not receive a report of any kind regularly. We have always recommended that a monthly report of some kind be made to the judge. Where there are few cases it has occurred to me that it is a good plan to submit to the judge the probation history blanks; he can go over those and see what the probation officer has done and how the cases are getting along. Where he is not willing to go through those, the probation officer may prepare a summary on one of the forms supplied by this Commission. We supply a large blank for a monthly report to the judge containing the brief statistics which are found on your reports to the Commission, and a list of the probationers with the brief facts concerning each case. I think most judges would appreciate your showing some such form as this.

I want to say a word or two about probation officers' annual reports. The subject is apropos in connection with the statements this morning which perhaps sounded a trifle pessimistic as to the public support of our work. Here is a practical, concrete suggestion as to how we may obtain better support, better appropriations for probation work: make good annual reports and send them to boards of supervisors or city councils, and to the public generally, and get those reports in the newspapers. Some probation officers are doing this successfully. A good many more should. I would be glad to send to any probation officer a list of suggested tables which I think ought to be in every probation officer's annual report.

A good way to start a report is not with the statistics, but with a statement showing the bigness of the work, made readable and interesting. There is lots of work and expense in these reports, but if the probation officer can get out such a report once a year, I believe all the expense and work will be compensated for many times over. A report which is interesting and attractive is going to do more to increase the salaries paid to probation officers than anything else that could be done. It is not necessary to have printed reports to make them of value, although undoubtedly the printed report reaches a far larger number of people than the typewritten report. I have received some excellent typewritten reports which will be read by the boards of supervisors and other public officials and will help the work.

Finally, secure newspaper publicity for the reports. If the reports are interesting and if an effort is made to get them into the newspapers, there is no doubt of the value of that, because everybody reads the newspapers nowadays, and that is the way to get things over to the public.

MR. EVERSON: Sometime ago I had occasion to study practically all of the annual reports issued by the various children's courts in the United States and Canada and also whatever reports came to this country from abroad. I found that they were remarkable in the lack of material that they presented. It was unbelievable that a movement that had had so much publicity as the children's court had so little in the way of official presentation of the work. I believe Judge Lindsey's famous court in Denver has only issued one annual report. The primary purpose of the annual report should be to acquaint the public with what you are doing. It should be presented in such a way that the newspapers will take hold of it and give it to the public in a spicy form. Don't over sentimentalize it, but make it possible for the public to know exactly what you are trying to do.

As a further purpose of the report, it should present such sociological facts as are of interest to the scientific student so he can gather together information which will be valuable from the standpoint of a student who is trying to present the work of the

probation department in its relation to the other big movements of the day.

Lastly, I think the annual report should be an historical record of the achievement of the court. It is very often of value to see what you did five years ago and compare it with what you are doing.

As to the method of presentation; put the report in a popular form; make a statement in a popular way of what you are doing and then present it in such graphs and diagrams as you can; make your diagram simple, because when people run over an annual report they don't look it over carefully unless there is something to get the attention; make your graphs absolutely clear so that they will strike out from the pages. I also think pictures are very valuable. Put some good ones in your report.

Then, as to methods of preparation of your report. The preparation for the annual report should begin at the end of the first month and each month you should compile your statistics so at the end of the year it will only take a short time to put together the information gathered month by month. As a means of preparation you should devise proper forms upon which to enter things which you want to specially emphasize, and statistical data which you want to present.

Now, about the accuracy of the statistics. You read over statements of 30 per cent. of this, and 50 per cent. of that, but you don't believe it and, as a matter of fact, it is untrue. Many statistics are untrue, because you have not weighed the source of your information. For instance, on the probation blank of the New York Children's Court there appears the question, "Physical condition of child?" We should never be content to present answers to that question as statistics for the annual report for they are guesses made by the probation officer. You can draw an inference from the child's general appearance, but they should not be presented as candid facts for they are not right, not accurate and are not scientific. Another thing to be avoided is the proving of pet theories by your figures. Let your figures lead you rather than lead the figures in proving what you want them to prove. Figures won't lie unless you coach them to lie. Let the figures lead you.

I have reason to be wary of sources of statistics. I had occasion to assist in the compilation of the 1913 annual report of the Children's Court of New York, and we took the nativity statistics from the docket book. These facts or statements are taken from the police officer or the parents of the child. Of course, the police officer doesn't know the nativity of the parents and the parent is often liable to lie because they think that by saying they are American born they will receive more consideration than if they are foreign born. As a result, we tabulated these figures and I found after they had been published and after making a further study of the records on the probation blanks where the probation officers had checked up the nativity statistics that there was a wide divergence. The statistics were absolutely false because we had taken the word of the police officer without investigation. To be accurate you must rely more on the investigation of the probation officer than on the statement of the parents at the time of arraignment, because there is grave danger of error. Always be on the lookout for the validity of the sources of your statistics.

MR. FAGAN: To my mind, it is of great value to have a field notebook so that the work of the probation officer could be jotted down each day. It is well for a probation officer to keep such a notebook. At present some copy the information on the back of an envelope or back of the card. I hope to have a duplicate system of a daily notebook just the size of the ordinary diary; the probation officer will give us one sheet, turn in one and keep the other to be filed away for future reference. Our forms in the New York Children's Court are adopted from the original form of the State Probation Commission, but we did find there was a little bit too much in those forms. It was, in other words, killing the individuality of the probation officer. Some degree of individuality should be allowed them in writing the report so as to make it readable for the judge, because if the judge doesn't read your report it is killed. With that in mind, I had something to do with the working out of a form to allow the officers a wider latitude in writing their own story so as to make it more valuable to the judge and, were it not for the original blanks which taught us what questions to ask, such as

character, habits, etc., we would not have been able to write reports which are praised throughout the State.

Now, as to your case histories. I aimed to raise the standard of our case histories for you are judged by them. I don't care so much for the collection of statistics for the annual report as I do for the showing of the work done by the officer and that is the only way they can show it. In the cry of economy in New York City the probation officers were the only ones in the city departments to receive increases in salaries; one reason for this was that we had adequate records to show to the public. I received a great deal of criticism for advocating these records, but I saw that the day would come when we would stand or fall by our case histories.

MR. JAMES B. HALBERT, PROBATION OFFICER, NEW YORK CITY CHILDREN'S COURT: There is one sub-topic, "The Use of Receipts," in which I am very much interested. I would like to get some information as to whether or not the Commission recommends the use of receipts. Personally, in cases where restitution has been made by my probationers, I have never given my probationer a receipt and have refused to do it when asked to, but I have always insisted that the person who received the money which the probationer pays, give a receipt direct to the probationer. Some of the probation officers tell me I am doing wrong. I would like a little light on that subject.

SECRETARY CHUTE: The Commission furnishes both kinds of receipts and believes it is more satisfactory to the one who pays to get a receipt. We advise giving a receipt to the person who pays restriction and receiving a receipt from the one who receives it. The whole question of financial records is important. The probation officer cannot take too much care to put everything down in black and white when it is anything that has to do with the handling of money.

MR. JAMES A. GARRITY, CHIEF PROBATION OFFICER, COURT OF SPECIAL SESSIONS, YONKERS: My advice is to give a receipt to every person who pays him money. I happen to have a peculiar interest in receipts for, as a probation officer, I

was indicted by the grand jury of Westchester County and if it hadn't been for my receipts properly signed and my willingness to go before the grand jury and waive my rights of immunity, I would probably be in jail instead of here in Albany. I want to impress that very forcibly upon the probation officers assembled here. Receive no money from any source without giving a receipt. In our city to-day, the man who is fined \$5 for some offense gets a receipt for his money. Our court has receipt books for all money paid. So I say again, don't jeopardize your happiness and the happiness of your family by failing to give a receipt and take one in all cases where money is being passed over.

I want to say a word about records. The simpler our blanks and the less time spent on trying to do bookkeeping, the better the service will be; the omission of duplication on our blanks will save time, money and energy, and I think every man or woman engaged in this work will agree when I say that it isn't statistics or the filling in of blanks which counts, but that it is the actual probation work; if the probation officer is honestly trying to do his level best for his probationer it isn't the filling in of a great many answers on blanks that is going to secure that benefit; so, let us get away as far as possible from too much detail on blanks.

THE RELATION OF THE PROBATION OFFICER TO THE FAMILIES OF PROBATIONERS (WITH SPECIAL REFERENCE TO WOMEN AND GIRLS)

MISS FRANCES E. LEITCH, PROBATION OFFICER, COURT OF SPECIAL SESSIONS, BROOKLYN: The first sub-topic is: "Finding out the cause of unhappy family conditions." I think we often feel when we go into a home that we see the cause of the trouble at once and think we have settled it all, but oftentimes quite a while elapses before we get down to the real facts of the case and discover the many excuses for the woman's wrongdoing.

Then, the next topic: "How can the probation officer help and advise regarding the management of household affairs; the expenditure of the family income." I find in the majority of cases that I wonder how the women managed at all with the income which the family has. The trouble is that very few have a regular income. We all know what we can do if we know what amount of money we can use, but many women never know what they are going to get. They pay the rent generally, although sometimes they are dispossessed, but that is the first thing they look after. I am always surprised to find out how nicely the children act, and I ask them, "What did you have for supper?" "Bread and tea." "What for dinner?" "Bread and tea." Very seldom they have a good meal. Of course, we come across many careless housekeepers. You know it is hard to plan for so many on so little, so I think we must be patient. The trouble is with many of us that we hold our own standard of living and expect these people to conform to it. There are so many who have never had training and have been careless and whose mothers never taught them to keep house. It is very discouraging to see an untidy house and to see the mother without any thought of responsibility or any idea as to how to put that house in order.

After we have gone into all this and learned about the family income, we come down to this question, how shall we guard against too much intrusion into family affairs? Do you think there are

any family affairs we haven't been into by this time? I want all these points brought out.

Then the last topic: "Placing a girl or woman in a family not her own." That is a very difficult thing to do and I think it should be the last thing done by any probation officer. If the home is at all right or can be made right, the girl is always better with her own relatives. No matter how kind the friends are, they get tired; but a girl's own people always have the interests of that girl at heart.

MISS ALICE C. SMITH, PROBATION OFFICER, NIGHT COURT FOR WOMEN, NEW YORK CITY: "Finding out the cause of unhappy family conditions." That depends entirely upon the tactful probation officer; I have always felt that probation officers were born and not merely taken from the civil service list and it seems to me that the tactful woman can often find out what the difficulty is; she has her own way of talking to the people there and she cannot explain how she accomplishes it.

"How can the probation officer help and advise regarding the management of household affairs; the expenditure of the family income." Perhaps we have more advantages in New York City; while we have many clubs, at the same time I do think we have a great deal of help that the smaller places do not have. I have sent women to cooking school so they would at least get the theory of cooking and know something of food values. If the mother cannot go, I have asked the daughter to go, and in that way she would become interested in the family life and help improve it.

"How can the probation officer aid in making the home more attractive?" That is a very difficult problem. I always sit down and talk to my probationer myself. I say, "Now, I want to ask you some questions; there are some things I must know, because you have come before the court and there are some questions I might ask you that you are at liberty to refuse to answer." I go into the home in that same way. First of all, I become friendly with the girl and with the family and advise them as best I can, but, as I have said on the other subjects, it is difficult to say what you do because you don't know. Each problem is different from

the other and when you are through and have accomplished some good you don't know how you have done it.

A very serious question arises when placing girls in families or some place else to board. Sometimes I have girls who haven't a home and sometimes they have homes which are not proper places; occasionally a woman makes a complaint against her daughter and absolutely refuses to take her back. I say, "Madam, what do you expect me to do; do you expect me to take her home with me?" Very often the girl is left for me to take care of. I have tried to put them in normal homes, but when the girl comes home at night she feels she is outside of the family group.

I have just had one case of a French girl placed on probation the first of last year. When she was placed on probation she said she had no relatives in this country, and that they were in Paris. I kept her until one night a detective from headquarters walked in and said, "Do you know anything about a girl by the name of so and so?" "Yes, I know quite a good deal about her." As a matter of fact, the girl was sitting at the other end of the table. "There has been a general alarm for her and we are not able to locate her." "Well, that is too bad," and I could hardly keep from laughing; I guess he thought there was something queer about it. I said to him, "The detective force is not very clever, because I have taken this case in and out the court perhaps a dozen times, and this is the girl right here." "Well, her mother wants her." "Where is her mother?" Up to that time I thought her mother was in Paris. After some time I found her father was working in a large hotel. I tried placing the girl, however, in her own home. She said to me, "I might as well tell you, I won't stay there." I again took her out and placed her in a boarding house for girls. She finally began to keep company with a young man and they were engaged and last Saturday they were married. She was French and he was Italian. I took her to the priest of the parish and I told the priest the situation and told him that I would not take the responsibility of having her married. The young fellow said he had been to her mother. So you see the responsibility of taking the girl out while you have her; you must try to adjust the difficulty in the home that has driven her away, and I can assure you it is a difficult thing to do some times; but

at the same time I do not think there is anyone of us that want to take the responsibility of taking a girl or boy from their own home and not trying to overcome the difficulty that has driven them away from it; and to put the girl on friendly terms with her mother and the rest of her family.

HON. EDWIN MULREADY, COMMISSIONER OF LABOR, BOSTON:
In my experience as probation officer for eleven years, I, unfortunately, had to do the work that was done in the cases of women brought before the court, and I would prefer dealing with women rather than men. I recall some years ago Judge DeCourcy, of Massachusetts, whom we look upon as the father of probation, asked me to give him the most remarkable case in my experience, for he wanted to use it as a basis for a speech. I told him the case of a man and woman, but just now I speak of the woman. I found three girls in jail, sentenced to the reformatory for women. I have said that the reformatory in Massachusetts is designed for the worst class of women brought before the court. Somehow or other the courts have got it in their minds that they won't send a woman there if there is anything else that can be done for them. The lower court had sentenced these girls to the reformatory. Two of them went, the other appealed. She was nineteen years of age, had worked in a shoe factory, was a girl of very bad reputation and was somewhat of a drunkard at nineteen years of age. I am sure any probation officer here would condemn the probation officer at that court for doing what I tried to do. I investigated and found out she was one of six children and that the mother of the family had been arrested for larceny and drunkenness. Now, it might be well for me to sit down and ask you what you would do for that girl who was living away from home. I put her back in her home, took her mother on probation and made a great success of her mother because there was one saving spot in that home; that was the father who was a decent man. That girl has turned out to be a remarkably good member of society. The other two girls came out of the reformatory and this girl brought them to me and said, "When you speak to them, speak as you did to me the first time," and those two, although

they haven't been models, yet they haven't been in the reformatory again.

I went down to the Night Court in New York and saw the number of cases handled. How can any personal attention be given to those cases? I don't see how they do it at all, and until the communities are educated to the point where they will see it is money well spent to care for and look out for these girls and will give us an opportunity to spend that money on the cases that come before the court, I advise you to ask for more money because you deserve it; ask for it because the community will well spend the money that they spend in helping the girls that come into court.

FIFTH SESSION

Monday Evening, November 15, 1915

DEVELOPMENTS OF THE YEAR IN THE FIELD OF PROBATION

HON. HOMER FOLKS, PRESIDENT, STATE PROBATION COMMISSION: It has become customary at the annual Conference of Probation Officers, for the president of the Probation Commission to make a brief survey of what has happened during the year in the matter of probation in the State of New York.

The outstanding fact of the past year, looking at our subject broadly, is that on the 1st of October, 1914, there were on probation 10,925 persons who had been convicted of some offense sufficiently serious to warrant their release in the community on condition of good behavior, and on October 1st, 1915, that number had increased to 11,907, an increase of 982. The responsibility of exercising supervision over as large a number of persons as that is a very substantial one. Nearly 12,000 people is considerably more than half as many as there are in all the penal and reformatory institutions in the State combined. In a few years the number on probation has grown to be more than half as big as the number of inmates in all the penal and reformatory institutions of the State, the cities, counties, and all private institutions for delinquents besides. The number of different persons who were placed on probation during the year is still more surprising; namely, 18,708. That shows that with an average census of about 12,000 and with 18,000 coming on during the year, the average period of probation at the present time is about two-thirds of a year, or eight months. That is a great deal better than it was a few years ago when there were many cases of probation with terms of one month to three months. That was one of the weak points in our armour; it was too short an average period.

These 12,000 persons were very unevenly divided as between

the sexes. There were 10,582 of the male sex and 1,325 women and girls.

The number of salaried probation officers who are looking after all these people increased by 10 during the year, and at the end of the year numbered 182. If you do a little mental arithmetic and divide your 12,000 by 182, you will discover that that means an average of 65 probationers. That is a pretty good showing. If they didn't have such an extremely large number of preliminary investigations to make in order to decide who should be placed on probation, they could do pretty good work with an average of 65, but in some cases 50 and even 80 per cent. of their time is taken up with these preliminary inquiries, thereby reducing the amount of time available for the subsequent and real probationary oversight. The number of these investigations made during the year shows a gratifying increase. It also shows what a very large part of the work it is. There were 26,843 investigations made by probation officers of the previous history and circumstances of persons convicted of offenses in order to give the information to the judge on which he might base his action. That is to be compared with 24,903 made the year before.

We have one interesting bit of information that we have never had before. Those of you who are probation officers will recall that a year ago we added a question to that monthly report blank on which you rack your brains at the end of the month in order to make a report to the State Commission; that question was as to how many visits had been made to the homes or places of employment of those on probation under your care. That is, eliminating the investigations of those not yet placed on probation and taking into account only those already placed under your probationary oversight, how many times were visits made to them — not their coming to see you, but your going out personally to see them. We have reports for one year — the first I say we ever have had — and those show a number of visits which I am sure is gratifying: 88,336, or, for our 12,000 persons, that means an average of between 7 and 8 visits per year to the individual probationer under oversight. Of course, sometimes it would be two, one for a part of the period and one for another part, but for each

year it meant an average of from 7 to 8 visits, or one about every six weeks. That is a better showing than I had expected would be made. I think it is a very gratifying thing that we may feel that the oversight over this tremendously large number of people is as good as that would indicate.

The financial aspects of the question are interesting and important. One of the jobs of the probation officers is the collection of money in non-support cases. Last year, that amounted to \$102,988, as compared with \$96,768 the year before. The money collected from those released on probation to pay fines by instalments amounted to \$18,598. The payments of monies in restitution has always particularly appealed to me as a very ethical, sane and just sort of procedure; where a man has taken that which belongs to another or has done an injury, he should be required to make some kind of restitution while undergoing probationary supervision and I was especially pleased to see that the payments made by probationers in the way of restitution to those whom they had wronged increased from \$19,216, the preceding year, to \$27,816 last year.

The probation officer is worthy of his hire and, generally speaking, up to this time he has had a very insufficient salary. It is very pleasing to me that during the year there were 35 increases in the salaries of probation officers, showing that the communities are understanding better the value of the work they do and that they will not permanently pay more to the man who meets the judge and takes his hat and coat and yells at the man who makes a noise in court, than is paid to the person who not only may be in court, but whose real duties begin when the court is over and who must spend his afternoons, evenings and Sundays in looking after his probationers in all parts of the city. I am sure the up-state officers will be glad to know that the New York City officers in the new budget, notwithstanding all the economy procedures and that terrible standardization bureau, suffered no cuts in their salaries, but, on the contrary, a minimum salary of \$1200 was established with increase to \$1500 for practically all who have served two years.

The increase in the number of county probation officers was very gratifying. Like the tuberculosis hospitals, we have to go

from county to county and try to induce the boards of supervisors to establish the position of county probation officer to serve not only for the county court, but also for the justices of the peace courts. Thirty-three counties, more than half of the counties in the State, have now established county probation officers.

Some important changes affecting probation in New York City occurred, one of which was the making of a separate Children's Court, practically separate from the Court of Special Sessions. Another was the establishing of the office of Chief Probation Officer of the Magistrates Courts for the Greater city and for the Children's Court.

What has the State Probation Commission had to do with all of it. Well, it would be hard to define exactly what we have done and what we haven't done, because we have never studied the statute with the idea of seeing how little it positively requires us to do, but rather proceeded along the basis of finding out how much it would allow us to do toward building up the probation system without running counter to the provision of the law. In the first place, we have continued to receive from the probation officers their regular monthly reports. I think this comes pretty near being the corner stone of good work, because it requires each of you to recognize that you are responsible for the supervision not of a vague and indefinite number of people, but of a precise number of people; you have to count up those who have passed out of your care during the month and put them into one or the other of those cubby-holes — re-arrested and committed, or not improved, or improved, or whatever it is. In other words, you have to take soundings; size up the situation; find out where you are at and look your job squarely in the face and see how far your work measures up to a reasonable performance of the job assigned to you.

In the second place, we have visited most of the county probation officers and many of the city probation officers in the person of our members or of our secretary or assistant secretary, to confer with them in regard to their work, to bring them news of what is going on elsewhere, and to make a constructive, friendly examination of what is going on. We have made two or three

special studies during the year, one of which I would like to refer to as being rather typical.

At the invitation of the judges, we spent some time looking into the work of the Buffalo City Court to ascertain the amount of probation work to be done and the number of people required to do it; after a very careful and searching inquiry on the premises we reached the conclusion that at least four additional men officers and two women officers were essential to make the work sound. Our report and recommendations were submitted to the authorities of the city and representatives of the Commission appeared before the city authorities of Buffalo and stated to them the views of the State Commission in regard to the needs of the Buffalo City Court. That contributed to the fact that in the new budget they increased the number of probation officers by six — four men and two women.

We not only have to do what we can to keep in touch with what is in existence but also to promote that which is not in being as yet, but should be. Westchester County now has a county probation officer and hasn't had one before. It wasn't particularly our business that I know of to put a great deal of time in that, except that in a general sense we are supposed to see that the probation law is carried out, but our indefatigable secretary visited Westchester County and conferred with the supervisors individually and then appeared before the board and induced the county judge to recommend a county probation officer, whereupon it was promptly established by law. Then it being a civil service position, the question arose how to get a good man. Obviously, if that were simply left to chance and those who happened to hear of it only, took the examination, we might have a very poor list, so we took the liberty of communicating with all the newspapers of the county, making a broad public announcement of the fact and sending a circular letter to the clergymen and social workers and those interested in the civic things all through the county, asking them to bring this forthcoming examination to the notice of any suitable persons who were likely to make good probation officers. That stirred up a goodly number of people who would never have heard of it otherwise. We have a standard package of

literature on probation, including sample examination questions, copies of the laws, the Manual for Probation Officers, and pamphlets that was sent out to about sixty candidates. Then came the examination. Examinations that are made up perfunctorily or by people who know but little about probation are likely to result unsatisfactorily, so after some suggestions and diplomacy the Civil Service Commission invited the State Probation Commission to assist in holding the examination. Representatives of the Commission met with the civil service authorities and practically conducted the oral part of the examination. The outcome was a very excellent eligible list from which the man who stood highest was selected, an altogether suitable and admirable appointment, a man who has proved his exceptional interest in work of that kind, who wouldn't have had the slightest kind of political influence, and who gives every evidence of being an altogether satisfactory and useful officer.

We have assisted in seven different county examinations and two city examinations and have carried on nine separate movements for the establishment of the positions of probation officer by counties or cities.

The last thing to which I wish to call your attention for a moment is in a way the most interesting. The question continually arises: "Do reformatories reform?" Now the question has been raised: "Does the probation system reform; what happens to these people after the probation officers are through with them?" We have intended for some time to secure information on that point and in the course of the last year we suggested to the Chief Probation Officer of one of our larger counties, where the work has been very good and where the cases which come from the county court are cases of persons who have committed serious offenses, that he should make a careful re-examination as to the conduct of some of those under his care at some time in the past, taking them seriatim during a given period of time. He did so with a great deal of care, taking all the cases given him in October, 1912. His examination was made in the summer of 1915, a year and a half after the expiration of the probationary period in most cases, and two years and ten months since the cases

first came into the care of the office. I want to read you a sample of one of the cases.

The first man was 29 years of age, his offense was abandonment, and he had been arrested once before for the same thing. He drank to excess, gambled and deserted his family. At the time the probation period ended, his home had been re-established; he had a good position, seemed to be temperate in his habits, and had formed good associations. Now, a year and a half after that, and three years from the time of his conviction, we find the following: Earning \$18 weekly in the employ of a large industrial concern; wages have been raised three times; his wife reports that her married life has been extremely happy; family is well clothed, and their home bears evidence of good living conditions; former employer, neighbors and others state that defendant has been industrious and thrifty and has shown marked improvement in his personal habits, and especially in his attitude towards his wife and child. Since his discharge he has had his life insured in a well-known fraternal organization; no court appearance since he was placed on probation.

That is the acid test of a year and a half after the end of probationary supervision.

There was 28 of those men who had been placed under the care of the probation office in this county in the month of October, 1912, and what happened to them is as follows: One died; removed to other locality with permission, 2; absconded, 1; re-arrested, 5; fair improvement indicated, 2; permanent and substantial improvement clearly indicated, 17. Seventeen out of the 25 who could be followed have reconstructed homes, and hold positions of responsibility and trust; there is every evidence that they have been permanently and substantially benefited by their probation, and to all appearances permanently removed from the ranks of criminals. This study has given me a greater degree of security, confidence and satisfaction in the untimate results of our probation work in serious cases, than any other examination that has so far been made.

EFFECTIVE PROBATION: ITS PLACE IN THE TREATMENT OF CRIME

GOVERNOR CHARLES S. WHITMAN: The privilege of welcoming a large group of probation officers from all parts of the State to mutual conference on methods and results is one which very few of my predecessors in office could have enjoyed. While the punishment of crime is one of the oldest, if not the oldest, function of government everywhere, you

represent the latest and newest development in that age-old public duty. The germ of probation comes down from a much earlier time when first judges were moved to compassion by the youth or inexperience of convicted offenders and ventured to restrain the rigors of the law and to give to certain of the more youthful and promising of those convicted another chance. The embodiment of this practice in statutory form and its development in an organized manner is, however, so recent that it is wholly within the experience of many of us here.

My public career has been almost entirely co-extensive with the existence in this State of the probation law. I entered office the year after the law was adopted and I have been closely associated with the administration of the criminal law and have had an opportunity which comes to very few men. I question if any other man not directly associated or engaged in the work of probation, has had the opportunity to observe its work so intimately and for so long experience of many of us here.

The first statute definitely authorizing the use of probation in this State was enacted in 1901, only 14 years ago. The growth of probation since that time has been phenomenal. While the general impression is that the prison population of the State has been increasing very rapidly in recent years, a careful analysis of the figures made by the State Probation Commission fails to bear out this impression. This analysis shows that during the decade 1905 to 1915, the total population of our penal and reformatory institutions for adults and juveniles increased from 17,011 to 20,185, or 18.6 per cent. During this same decade, the population of the State increased 20.8 per cent. In fact, the penal and reformatory population appears to be the conspicuous exception so far as public institutions go; the insane and other classes of dependents tending to increase apparently at a greater rate than the population as a whole.

During this same period of time, however, the number of persons convicted of offenses and released under the care of probation officers has increased enormously. In 1905, there was no agency for collecting statistics as to the numbers on probation. The first figure available was that collected by the State Proba-

tion Commission in the first year of its existence at the end of 1907. At that time there were on probation in this State 1,672 persons. At the end of 1914 the number of persons on probation had increased to 10,925, which is a little over one-half as many as the total penal and reformatory population of the State. Without the probation system undoubtedly a large number of these persons would have been sent to institutions and the penal and reformatory population would undoubtedly have increased considerably faster than the population of the State. Others undoubtedly would have been released under suspended sentence, but without any oversight. As to both classes, assuming that the probationary oversight is effective and is followed up, the change from previous methods is highly desirable.

A different phase of the growth of the probation system, however, impresses me still more favorably and seems to me cause for a deeper satisfaction than the growth in the number of those on probation. The number of probation officers employed in the courts of this State to devote their entire time to the work has increased from 35 in 1907 to a total of 184 at present. In addition to this goodly number of full-time probation officers, 299 volunteers are devoting a portion of their time to the same service. My statement that the increase in the number of full-time probation officers is even more gratifying than the increase in the number on probation is due to the fact that along with a lively sense of the value of the probation system rightly used, I have also a strong conviction that when improperly or inefficiently used the probation system contains possibilities of serious evil.

The history of the treatment of crime shows that repression and severity, as such, have always failed to accomplish their intended purposes. The most casual as well as the most searching scrutiny of the history of the criminal law and its enforcement must convince any one that the severity of punishment meted out to relatively unimportant offenses as well as to the most serious ones did not have any deterrent effect. On the other hand, while it is neither necessary nor desirable to deal with law-breakers with severity it is necessary and will always be necessary to deal with them with firmness and decision and nowhere is this more

essential than in the operations of the probation system. The essence of probation is that the probationer is released on good behavior and that if his behavior is not good he is to be subjected to the more rigorous discipline of a reformatory or penal institution. This is almost in the nature of a contract between the State and the offender. It is essential that it be lived up to. It is essential that when the State in the person of its courts says to a person you are to remain at large only if you observe certain conditions, it should mean what it says and act accordingly. The whole object of the treatment of an offender, whether by probation or institution, is to build up in him orderly, law-abiding habits. How can we expect him to hold himself well in hand, to live up to his promises, to be consistent, if the State itself in dealing with him fails to show these qualities? If the State, as represented in its courts, shows flabbiness, uncertainty, indecision, in common parlance, "bluffing" in its dealings with probationers, how can we expect them to be free from these qualities in their dealings with us?

Further ground for satisfaction is found in an examination of the methods which have been and are being worked out for actually knowing about the conduct of persons on probation. It is undoubtedly true that at no time in the past have the courts of the State been as well informed in regard to what probationers are actually doing, what sort of lives they are leading and whether or not they are making good on their promises, as at the present time. To the State Probation Commission we owe a large debt for their consistent efforts during the past decade to enforce this view, to devise and recommend to the various courts and probation officers a more consistent and more searching supervision over those released on probation.

This work is not yet finished. Just as our penal and reformatory institutions are far from embodying the best principles of penology and reformation, so our probation system as a whole comes far short of realizing in all localities and in all respects that which we would all recognize as an adequate and efficient standard. I have no doubt that a full knowledge of all the facts as they now exist would show that not all of those who are

reported by probation officers as doing reasonably well are as a matter of fact observing either the spirit or the letter of the terms of their release. I have no doubt that among the ten thousand who are now at large on probation there are some who are continuing the evil associations, the evil habits and the downright law-breaking which originally brought them before the courts and are successfully concealing these facts from the probation officers under whose supervision they are supposed to be and from the courts whose leniency they are enjoying.

The task of reducing this margin of error to a minimum rests under our present statutes primarily upon the courts of the State. They are the responsible administrators of the probation law. They appoint the probation officers, direct them as to their duties, receive their reports and are completely and wholly responsible for whatever is done. The State Probation Commission has only the power of making inquiries, of making recommendations, and of contributing to the formation of public opinion in regard to the operations of the system and of recommending its conservative extension. Technically and statutorially these powers are not extensive. Practically, in a democratic community governed by public opinion in which facts are in the long run the deciding consideration, such powers of inquiry and recommendation are exceedingly influential when wisely and conservatively used as they appear to have been at the hands of the State Probation Commission. This Commission was originally appointed by Governor Hughes and has had a continuous and consistent history and policy from the beginning to the present with relatively slight change in its membership. Fortunate are those departments of the State government which are able under all the shifting and changing conditions of political life and conditions in the State to preserve continuity of policy and development through a series of years without at the same time falling into the opposite errors of traditionalism and dead routine.

It must be recognized, however, that under our existing statutes and under any statutes which are likely to be enacted, it is impossible for the probation system to be thoroughly efficient and to fully protect the interests of the community unless the

courts do their part with careful discrimination and with consistency and decision. There are certain classes of persons who obviously are not suitable for probation. It is a travesty to place hardened and convicted offenders upon probation, when there is no indication of any probability of change in their behavior. Nobody can be sure who will respond to clemency and friendly oversight, but it is fairly obvious that a considerable number of persons will not.

Nothing tends to bring the probation system into disrepute so quickly as any inclination on the part of the court to use it as a cloak, to speak plainly, for favoritism. We all know the influences which may be and are too often brought to bear upon the courts for leniency in behalf of convicted persons irrespective of the circumstances of their offenses and of the probability of any improvement on their part. Whether these influences be definite and expressed or are only to be found in the atmosphere of the court and of the community, they are nevertheless very real and in many cases very powerful. Should any court ever be so disposed (we are not saying that it does happen) as to wish to release those convicted of more or less serious offenses out of consideration for their friends, we must all recognize that the probation system offers a very convenient opportunity. The fact that the release is but conditional and that the offender is supposed to be under rigid supervision, in a measure tends to justify the failure to impose a severer penalty.

Superficial judgments and weak sentimentality, may, however, be quite as serious evils as those prompted by more sinister influences. The credulity which some courts have at times shown in the selection of persons to be placed on probation and in the blind acceptance of the favorable reports of probation officers when the slightest knowledge of the facts as to the large numbers under the supervision of these probation officers would show that it is manifestly impossible for them to have any real and thorough knowledge of the conduct of their probationers, are seriously disturbing to all those who wish to see the development of a consistent, careful probation system.

Another vital point at which the influence of the court is paramount is in dealing with those who fail to observe the terms and

conditions of their release. It is not desirable indeed that every technical violation of the terms of an offender's release should be dealt with summarily and result in his commitment to a reformatory or penal institution. The circumstance of the violation, the fact as to whether it is exceptional or habitual, the spirit of the probationer, his attitude toward the community, all should be taken into consideration; but when it is evident that he has failed to take probation seriously, when there is nothing in his conduct to really justify the belief that he is refraining from ways of life which will result in further offenses, then it is essential if the probation system is to continue to possess the confidence of the community that the probation officer should report these facts to the court and that the court should act upon them with firmness and decision.

In still another respect the court is the prevailing factor. The probation officers are appointed by the judges of their respective courts. There have been substantial differences of opinion between some of the courts of the State and the State Probation Commission as to the manner in which these appointments should be made, the judges feeling that in their choice of probation officers they should be wholly untrammelled and the Probation Commission believing that with an intelligent and unbiased competitive examination an eligible list could be prepared which would offer the court a better range of appointments than in most cases would be likely to be made under existing political conditions without such a safeguard. No one can be familiar with the developments of the last decade without feeling that the attitude taken by the State Probation Commission has been more than justified by the event. The examinations which have been held for the position of probation officer by municipal or State civil service commissions have been almost uniformly conducted with the aid of experts; they have taken into account the experience and personal qualifications of the candidates and have offered for consideration an eligible list which has contained material suitable for appointment and in many cases, so far as one can observe, the best available in a community at the time for the salaries offered. A comparison of the work done in those courts in which the ap-

pointments have been made from eligible lists as compared with the work done in earlier times before the merit system in these positions was established, and a comparison of the efficiency of the probation officers chosen by competition as compared with those who were not, fully justifies not only the retention but the extension of the competitive principle in the selection of probation officers.

If the efficiency of the reformatory or penal institutions depends largely upon the personnel of its officers and employees, this is true to a still higher degree of probation. The probation officer becomes the representative of the community. He is, in fact, the only person having direct relations with the probationer while he is on probation. His judgment, his knowledge, his integrity, his discernment, are the corner stones upon which the system must be founded. If these are lacking nothing can take their places. Those most competent to speak with authority are of the opinion that in all these respects the average of the probation officers of the State has steadily risen, that the large number of those now in the service represent distinctly higher averages of training, equipment and efficiency than the smaller number of earlier years. It is essential that these standards be still further raised. Inefficiency in the probation service must be sought out and dealt with in order that the machinery of the courts for discovering and dealing effectively with incompetence or inattention on the part of probation officers may be perfected. The same decision and firmness should be displayed by the court in dealing with the probation officers as they are expected to display in dealing with the probationers.

In its examination of the work that is being done in the various courts, it is highly important that the State Probation Commission should not be satisfied with a superficial or casual examination of the records or with any general statements of what the plans and methods of the court and its probation officers are. They should increasingly get behind any general statements of what the aims and plans are and definitely ascertain what is actually done in relation to various individuals placed on probation under the care of the court, being always careful not to draw unfounded generalizations from specific cases.

In order to secure higher standards of service, in order to retain persons of training and equipment, it is essential that the salaries paid should bear some relation to the responsibility of the work done. It is ridiculous that salaries paid persons exercising such highly responsible duties as probation officer in many courts are below, often far below, those paid to persons exercising far less serious and responsible duties. Salaries should be so arranged as to offer opportunity for promotion, based not only on length of service, but on efficiency of service.

It is a wise provision of law which permits each board of supervisors of a county to employ probation officers. Consistent with the general principle of home rule, the employment of such an officer is optional with the authorities of each county. It is distinctly encouraging that the 57 counties outside of Greater New York not less than 29 are at this time employing salaried county probation officers whose services are available not only for the county court, but also for the magistrates' and justices' courts not otherwise provided with probation service. The time should be close at hand when in every county of the State there should be available for every court in the county the services of a competent, efficient probation officer.

All that has been said as to the necessity of making the probationary oversight substantial and effective applies, of course, equally to the release of persons on parole from penal and reformatory institutions. Indeed, there are many points of similarity, many parallels between the operations of the probation and the parole systems. While the probation system is not perfect nor complete, the parole system as it exists in connection with our penal institutions is far less complete, and the operations of the indeterminate sentence are correspondingly unsatisfactory and fraught with possibilities of evil. It is highly desirable that the supervision of those released from penal and reformatory institutions on parole should be developed on the same lines of supervision and responsibility as the probation system. There is much to be said for some definite correlation of the two lines of work in the various localities of the State.

If I have ventured to point out some of the imperfections of

probation it is not because of any failure to appreciate its exceeding value. It is undoubtedly the most important recent development in the administration of the criminal law. It has a very important and permanent place in our system. We have not yet reached the maximum of its wise and desirable development. It is sound in principle and large in possibilities for public benefit. No one can at this time foresee the extent to which it may take the place of the far more expensive institutional methods. It is obvious, however, that in the long run its growth must depend upon its soundness. Any who have any connection with the system can perform no more important service than to see to it that every particle of unsound timber is cut out, that we build from the bottom up of sound and lasting material, with skilful and reliable workmanship, in order that the inevitable waves of reaction and skepticism which are bound to come may not endanger the good with the bad, the strong with the weak in our system.

PRESIDENT FOLKS: I am sure that the probation officers and all those present wish me to express their very hearty appreciation of the Governor's presence and of his words of encouragement as well as of caution. His message seems to me to be exactly the one which we need to receive and to ponder: that we are entrusted with the administration of a very important part of the State's work and that it is our very serious responsibility to make that work perfectly sound and lasting.

We have had a good many ideas come from Massachusetts for our social work. The placing of children in homes on any large scale was taken up in Massachusetts before it was taken up in any other State in the country, and the probation plan was an organized statutory plan in Massachusetts for about thirty years before it was started anywhere else on a definite plan. In recent years Massachusetts has reformed and reorganized its work a great deal and in the course of doing that a large part of the responsibility has fallen upon the executive officer of the Massachusetts State Probation Commission. He was recently called from that very responsible duty to one which has still more responsibility, that of Commissioner of Labor of Massachusetts. He always

responds, whenever it is at all possible, to any request for co-operation and help from New York, and I almost feel that he is one of us. Hon. Edwin Mulready will now address you.

THE FUTURE OF ADULT PROBATION: ITS POSSIBILITIES AND NECESSARY LIMITATIONS,

HON. EDWIN MULREADY, COMMISSIONER OF LABOR OF MASSACHUSETTS: I want to talk particularly to the probation officers, and I want to thank the Probation Commission of the great State of New York for giving me the opportunity. I want to thank the Governor of the State for warning us of the great dangers that might come from the mis-use of probation.

Six years ago I had the privilege and pleasure of coming down to Albany and talking to the probation officers. I wouldn't have dared then to talk about the future of probation, but to-night that subject is assigned and I must address myself to it.

The Chairman has alluded to my change of occupation, but, friends, I shall never live long enough to lose my interest in the great cause of probation, the help of those who are unable to help themselves, the most blessed work that we can engage in.

There are some compensations with approaching age and let me tell you one that came to me. The other night, riding on a crowded train, a lady turned to me and said, "Is this Mr. Mulready?" I said, "It is." "You don't remember me, but my maiden name was so and so," and I remembered her in a minute. She said, "I have tried to come to you and tell how much I owe you, but I didn't have the courage to face you in your own home and as I sat here I thought perhaps I would let you go without speaking, but now I want to tell you how happy I am. I married the superintendent of a factory; these are our two children. Sixteen years ago when you found me in jail you were the only one to show any interest in me; thrown out by my family, abandoned by everybody, you had confidence in me; you went out and found a good woman who would mother me and give me a home with her own little girl and I owe everything to you." "You owe it all to the Commonwealth of Massachusetts that had the wisdom to make a law by which an humble instrument could help just such girls as you." I know our Governor said we mustn't build up a case on

specific cases, but I also know that this whole world is made up of units one after the other and every time we multiply such cases as that it shows the great wisdom of those who provided the law.

I gather courage from the work that probation officers are doing in this part of the country in co-operating with other agencies in the study of all social questions. I am officially connected with an insane asylum. I like to go back for a dozen, fifteen or twenty years and note the changes that have taken place in the care of the insane. I wonder if you are familiar with these great changes. The time was when in nearly every little town you could find people who would take their own insane and try to care for them; take them away from the gaze of their neighbors and try in some way to hide what they thought was a curse from God. All that is charged and our great states have taken over the care of the insane. This week in Massachusetts we shall hold a great conference to study the question of mental hygiene. Now we are beginning to realize that our duty is not done when we build great big asylums and put into them those who are suffering from insanity.

As great changes have taken place in the care of paupers. It was no uncommon thing in New England to take the paupers and put them out, not to the highest, but to the lowest bidder, find out how little a man would bid to take the paupers of the town and care for them. That has all changed now.

With all those great changes, we have not made the changes that ought to be made in our treatment of the offender against the law. We have lived too long according to that old song, "We live for those who love us, and the good that we can do." Anybody will love those who love them, but to work for those who offend is charity in the highest sense. We have punished the offender but we haven't shown him that consideration which belongs to him.

I have gone all about the State of Massachusetts and to those who would listen I have said that many of these people whom we call criminals are but victims of conditions which you and I in many cases place about them. If we could look into the homes that the probation officers must visit and understand the other side of life, we would begin to understand that the offender against the

law is the victim many times of our neglect. I am not preaching leniency; I would preach a higher standard of justice. I would understand the man at the bar before he is sentenced, and the probation system, by real effective investigation, gives us the first opportunity to understand the offender.

Some of you have known, many of you have heard of Judge Baker of the Boston Juvenile Court. A little boy was brought into his court, not long ago, charged with breaking and entering. It was shown by the records that he had been shut up a great portion of his life in the reformatory institutions of the State. He had been to the Parental School, the Lyman School, and other reformatory institutions, and had been arrested on every occasion for breaking and entering. Notwithstanding this record, Judge Baker placed the boy on probation. In two weeks he was back in court charged with breaking and entering; he was then about sixteen years of age. Then some wise man said, I wonder if this boy is just right. Wouldn't it be a good idea to have him examined? And so they sent out and got a physician. As a result, this boy was sent to the insane asylum where to-day he is a raving maniac and will be until he dies, a hopelessly insane boy, an irresponsible boy who had been punished by the community over and over again.

Two years ago we had in Massachusetts a so-called White Slave Commission to study vice all over the State. It was a State Commission appointed by the Governor with money to conduct a study. I was made a member of that Commission. I had spent sixteen years of my life as an overseer of the poor; I had begun to understand what the problems of the poor really meant. I had spent sixteen years in and out of courts studying the lives of those who were there convicted, but I didn't begin to understand certain questions until I served on that Commission. We conducted an examination of three hundred girls, a physical and mental examination. We took one hundred girls out of our largest jail, one hundred out of the Tombs in the Boston Prisons, and one hundred out of Lancaster School for Girls. We had them examined by three of the best physicians in this whole country and what was the most striking bit of evidence? It was that 51 per cent. of

those girls were feeble-minded. Fifty-one per cent., over half, and we had wasted our time in trying to improve the condition of many of those girls on probation who were feeble-minded and not responsible for their acts. Somebody came forward with a bit of information. They said, these girls work for small wages and consequently they lead a life of vice. Of course, they work for small pay. They were the incompetents in the community and they were not responsible for the things for which the community was punishing them over and over again.

In Massachusetts last year, 176,000 persons were arrested. Who are they? I know our difficulty and our fault and let us confess it. We begin to look on them as belonging to a different class from ourselves; we don't get close enough to them to understand what makes them what they are. We classify them and we put them apart in the community. I heard a man once say — and he was a foolish man — “None of our family were of the criminal class; we were not a cost on the community.” But before the dawn of another day the knock came at his door and he was obliged to say that one very near and very dear to him was of the criminal class. Probation officers should never forget that they are dealing with men and women not essentially different from others who have never been charged with crime.

The other day my attention was called to the work performed by women in great foundries. I couldn't believe the report of our inspector, but it was a fact that a woman was working on a core weighing 175 pounds. I said to the foreman, “You ought to be ashamed to have any women working like that in this place.” “Oh,” he said, “they are all Poles and they are used to this sort of thing.” “Oh, but they are human beings and they are the future mothers of another generation of American citizens and you haven't the right, legal or moral, to allow it.”

We want to learn as probation officers that we are dealing with human problems. “The Future of Probation.” It depends upon you so far as the State of New York is concerned; you have the future of probation in your own hands; what shall the harvest be? That is for you to determine, I can only point the way.

Have you heard the history of probation, where it came from? Was it a good clergyman who thought of it? Was it a doctor of

divinity who thought of it? A judge of a court? Not at all. A good old philanthropist seated in the Boston Police Court, nearly forty years ago and witnessing the great procession of men and women and boys and girls going through the court, said, "I wonder if it isn't possible to pick one or two out of that crowd and save them." So he got up his courage and said to the judge, "I believe that man there has got some good in him; I would like to try him; give him to me." "There is no law for it," the judge said, "but you take him." The experiment was successful, and before long the name of Father Cook became a household word in the city of Boston. It was a good work; it was too good to die with the man, so, when Father Cook passed away, a law was made providing for the appointment of probation officers, and what a change has taken place.

In Massachusetts last year, 24,700 were placed on probation. That is a good many more than in the great State of New York. Last year, we collected, for restitution, \$26,276; from suspended sentence, \$56,745; for non-support, \$189,830, making a total collection of \$272,852, more than twice as much as was paid in salaries to probation officers and all the expense of the system, including the expenses of the Probation Commission. I wonder what it ought to teach us. Well, here's the thought that comes to me. Let me pause to say, that some wise men in Massachusetts were very fearful that we had turned in the wrong direction, that some awful calamity was about to befall the State, and they suggested that a commission be appointed to study the increase of crime. The commission was appointed consisting only of men connected with institutions and after a complete investigation they reported in print, stating, "There is no increase in crime and we would report very highly in favor of the extension of the probation system so that more men and women can be reformed in the commonwealth of Massachusetts, in the reformatory without walls." Now, then, if we take 25,000 individuals on probation in a single year in Massachusetts and no harm has come to anybody on that account, I wonder if we took 26,000 if it wouldn't be all right, and I wonder if we worked a little harder and studied our cases a little better if we couldn't squeeze out another thousand on top of that; that is the future of the probation system.

The other day I was over in Pennsylvania and I visited the Juvenile Court there. I was there only a little while when somebody said to the reporter, a young lady, that there was a man from Massachusetts in the court room interested in probation, and she would do well to interview me. She came over to me and said she would like to talk with me and get my ideas on court work. I said to her, "As the first idea, I want to say that if you were in Boston we would open that window and drop you out; reporters are not allowed in our Boston Juvenile Court." "Oh," she said, "but there are some fine stories here I tell you and we can use them." "Well," I said, "the public ought to deny themselves the privilege of reading them." As I was speaking two little girls, one about ten and the other about eight, were brought up by a great big officer — it has always seemed to me that the biggest officers work in some juvenile courts — he brought these two little girls to the bar and they were charged with vagrancy. The officer said he found them down on the corner of a street and they were begging from people who went by, so he took them in. "I would like to see the father of these little girls," the judge said. Someone replied that the father was dead. "Well, then, I will see the mother." Just then a woman, raised and helped by two other women, was brought up to the judge's bench; she was suffering from a cancer. The court said, "Are you the mother of these little girls?" The woman replied that she was. "Did you know that they were out on the street corner begging last night?" "Yes, your Honor, and I would send them again. Once I was happy and had a very happy home. A year ago my husband died and I had no friends; I tried to struggle on alone and last night when I saw my little babies wanting something to eat, I told my two daughters to ask those who had, to give to those who hadn't and, your Honor, I would do it again." My heart bled to think that in a great big organized community there wasn't some agency that would reach down and help that woman. In the court records of the State of Pennsylvania are two little girls' names charged with vagrancy who never ought to have seen the inside of the juvenile court.

Someone has said that in every one of our communities there is a great scrap heap of humanity, men and women who, partly

through their own fault and partly through your fault and mine, have made themselves useless in the eyes of certain people. The two most cruel little words that are ever spoken of a fellow human being are that he or she is "no good." The presumption of any human being to so brand his fellow man as being "no good" is astounding. The job of the probation officer is to go down to that scrap heap and pick them out and see if he cannot make good iron out of them. That is his job; to go down to the scrap heap every morning and see if there isn't something that can be done to put some of them on their feet. Every one that is put on his feet will prove a blessing untold to you and will be of great value to the community in which you work. That is what you are doing. Someone has said all wickedness is weakness. I agree with that sentiment. Follow it out. Don't blame the other fellow. He may have fallen where you would have stood; it is barely possible he might have stood where you would have fallen. There are certain temptations that are no temptations to you. There are other temptations which perhaps would overcome you.

We talk about the possibilities of probation. The possibilities of probation cannot be measured. This afternoon, you have been discussing here the question of investigation. Do you know what it would mean if in every city and town in these United States, we had one man or one woman who would go out into the community and properly investigate, not in a critical way, but so as to understand the real causes for conditions about which we complain? Do you know what a great big job he or she would be doing? That is what we ask you to do. We ask you to go still further. Notwithstanding probation has been flourishing in a great many places all over this country, it is little understood by the people yet. You could go into any community and talk with many fairly intelligent persons and if they really expressed themselves on the question of probation they would be apt to think that someone got drunk, went into the court and was let off through probation. We mustn't allow an enlightened public to have any such ideas of our work as that.

My other topic is, "The Limitations of Probation." Some people are very much afraid of that particular topic. Don't be

afraid. There is nothing human but that is certain to err. You will make a mistake occasionally and someone will go on probation who should not. Just charge it up on your account; don't worry over it.

I worked as a probation officer in Massachusetts in the Superior Court. The Superior Court handles nearly all felony cases. The Chief Justice was disturbed by the law that provided that probation officers should be appointed there and at first he wouldn't appoint me. He had no objection to me personally, but he said, "I cannot do it; I do not believe it is for the best that we should have that kind of work; these people are not the people to be treated with leniency, but with severity in order to accomplish the thing we are after." After I had served a year in that court a little pamphlet was written to justify the expenditures of the \$1,200 I received. What a change came over the Chief Justice! He came to me afterwards and he was man enough to say what a mistake he had made. He said, "Isn't it the grandest thing that we have someone at our elbow who will do the thing that ought to be done, investigate the case of the man or woman at the bar and find out what ought to be done for that prisoner because you can find it out better than I could possibly do."

At one time I submitted a problem to a committee of Superior Court judges. I told them this case. A boy was put on probation. He was called a "flat worker." There were two of them; one got caught. I took him on probation. He was the most cantankerous boy; he just wouldn't move when I wanted him to and I was on the point of surrendering him. The mother had to work hard and I thought he ought to help her, but I couldn't make him do it. But one day I discovered that boy had gone out on his own initiative and got a job where he was handling thousands of dollars of his employer's money. Well, now, I needn't tell you ladies and gentlemen the worry that sort of a case brings to one's mind. I was talking with the judges and said, "Ought I to surrender this boy or tell his employers of his record?" One judge scratched his head and very wisely said, "You ought to tell his employers, because if anything happens to that boy, if he doesn't do well, it will react on the probation system; they will say you are taking a lot of thieves and throwing them on the community." Another

judge scratched his head and said, "Well, I don't know about that; Mr. Mulready didn't recommend this fellow for this job and he is not responsible for it and why should he throw this boy out of employment?" Well, they haggled. When doctors disagree, we do as we please and I suppose when judges disagree we should do as we please, so I left the boy on probation. I don't believe there was a day for many months, but I didn't immediately glance on the front page of the newspaper, for I expected to find that boy's picture amid great big headlines, but it didn't go that way. That fellow to-day is a successful man of business in a city not far from Boston. The other day I met him and he invited me to meet his associates. "I want you to see the men associated with me; I want to have them see you and have you meet them." Wasn't it better than if I had thrown him on the street and made him a criminal for the rest of his life?

I had a very funny experience the other night. I was talking in a church and when I got through it was said I would answer questions. That is always a dangerous thing to do, but on this occasion I volunteered to answer questions, so the good pastor of the church stood up and said, "Now, Mr. Mulready, I want to ask you a question; I know it is of interest to several people here." I might say there before my visit a young fellow had gone through that part of the city of Boston and had riddled everybody who was foolish enough to put money in his possession. He was arrested and sent to our House of Correction for five years. "Now," he said, "Take the case of — we will call him David. Do you mean to say that you would recommend that fellow for probation?" "Well," I said, "My dear sir, we have a rule in probation work that we must first consider the rights of the community; would the rights of the community be injured by putting that young man on probation? Then we must consider whether his present disposition and his past history would justify us in forming an opinion that he would do well if he was on probation, and those two rules being observed, I do not know whether I would take this fellow on probation or not, but I would like to talk to him. Now, if I may add another word, if there were not so many men in this community looking for something for nothing, there wouldn't be

so many young Davids prepared to supply the demand." Don't you know I got into an awful scrape, for there were several men there who were the victims of this boy, so you see how dangerous it is to answer questions.

We are not starting a new religion; we are not trying to reform people against their will; we are just taking part in an effort on the part of the community to allow people to reform themselves while under supervision; we are out on a job to help them do it.

The other day I was over in Pennsylvania at the State Conference. Judge Fuller, of Wilkesbarre, was talking. He said, "I am a great believer in volunteer probation officers; I have two classes, one the Elks and the other the Sunday School people; I prefer the Elks; I am a high church Episcopalian myself, but I prefer the Elks; you give a member of the Elks Committee a boy to care for and he will take him out and buy him a suit of clothes; he will buy shoes for his feet and then get him a job. If you give him to the church people, they will take him to Sunday School." I prefer the Elks.

If I may I will conclude my talk by putting into your mind just one more thought. About half the world is dependent upon the other half; arrange it and shake the dice as often as you desire, there are certain people in every community who are a charge on other people. You and I of the probation service are dealing with that class. You can make the load that the community must carry lighter if you will. Will you do it? That is the whole proposition. You can perform your duties in such a perfunctory manner that really it were better that you were not there; you take the place of a better man or woman; or, you can put your heart into it and you will have that happy feeling that comes to everybody who tries to do their work well. We are our brothers' keepers in the truest and best sense of the word and every one of us should realize and appreciate that. I am going to conclude with the very same words which I quoted when I was here six years ago. They are the words of a woman who saw something in life besides the mere drizzle:

"How can we tell when souls are near to God
Or who is vile who righteous ways hath trod

Ah! He whom we may deem most vile and low
And destitute of good may not be so. We cannot know
The wrongs he may have borne
Or how his heart was crucified and torn before he fell

"Had we perchance been driven through the hell
Of his temptation, lashed and scourged, Ah, well!
We had perhaps been viler e'en than he.
So let us show our brother charity."

PRESIDENT FOLKS: Whatever it is that we in New York may have owed to Massachusetts before, we owe them a vastly greater debt after that message from Mr. Mulready to-night. We are all parts of something much bigger than ourselves. These movements have their way and development and we are but little parts of them. There is a certain feeling running through this year's conference of probation officers that I hadn't really expected to find. I am afraid of sentimentality. I am moved by sentiment, but I fear always an excess of it, and yet, after all we have tried to do, to get our work into an organized system and shape, we can feel coming back and searching through it the underlying sentiment that inspires it and without which it couldn't exist. We cannot get away from the fact that our work is founded upon love of fellow man and desire to do him some good and belief in his possibilities of improvement.

I am glad to know that Massachusetts has gone ahead of us in the use of probation. I am not worried about the future of probation in New York. There are hundreds and there are thousands of perfectly good men and women and boys and girls who yet need your help and I am as confident that they are going to get it as I am that I am standing here. But a still greater opportunity is before us as probation officers, even than that of saving these thousands of our fellow-men and women. If you are ever tempted to believe that there has got to be ground out every year in this State these tens of thousands of crimes and wrong-doings, let me tell you it isn't so. You and I are the people, and we are practically the only people, whose relation to this situation is such that it is our glorious opportunity to find out what are the real causes that are leading to this wrong-doing and tell them to the community to that they cannot escape seeing them and seeing that they are put right. I am as confident that it is possible to prevent

crime as I am that it is possible to prevent smallpox, and our great opportunity is that of lighting the way of the people of this State, to so reform their social life and their business and industrial life and their educational system and all their other affairs, so we shall no longer put our heels upon this vast number of those who are crushed down into the dirt from year to year. The salvation of the community as well as the salvation of the individual, that should be our goal.

SIXTH SESSION

Tuesday Morning, November 16, 1915

INFORMAL AND PREVENTIVE WORK; KEEPING CASES OUT OF COURT

MR. HARRY A. BARRETT, COUNTY PROBATION OFFICER, FRANKLIN COUNTY: Edmund Burke, in his reflections on the revolutions in France, says: "The science of constructing a commonwealth or renovating it or reforming it is like every other experimental science, not to be taught *a priori*, nor it is a short experience that can instruct us in that practical science, because the effects of moral causes are not always immediate, but that which in first instance is prejudicial may later be excellent and, as more often happens, very plausible schemes, very pleasing commencements have often shameful and lamentable conclusions."

This is as true of individual character as commonwealth. This job of rural probation work is not one which is completely solved with a card index and a probation blank on which to make reports. We are dealing with a great modern science, the science of the human mind, if you please, with psychology; that is the emphasis I wish to place in general upon this conference this morning; the phraseology to me is very significant; the terminology is completely changed. We used to work from the inside outward, measure a man's mind, if possible, and then prognosticate how he would act, but to-day I am particularly struck with the modern work on psychology which has the title, "Human Behavior." We discover how the man or boy in a certain environment acts and we get at something of the workings of his mind. By this pragmatic or practical method, we discover how human beings behave. This to me defines very much that lies at the bottom of these sub-topics, "The treatment of complainants and those seeking advice and help." "Shall the officer seek to keep cases out of court? If so, when?" "The supervision of unofficial probation cases, i. e., cases assumed without court action." I think at the bottom of all those

can be placed this modern science and the man who does not know how human beings are going to behave in certain environments, who cannot readily analyze the psychology in the mass in front of him, is certainly going to take some cases into court which should never be brought there and keep some out possibly which should be brought in. I think that sex cases should be kept out of court as much as possible and if not possible great care should be exercised in examining certain types of minds, especially those of children. A recent book which I would not want to put in the hands of all youngsters, "The Sexual Life of the Child," brings out this point very clearly and distinctly and refers to the justices and to the courts as depending too much upon the evidence of children and taking too much for granted.

Now, in the rural sections we have more of this type of criminality than you have in the cities. The large percentage of our cases are not those of robbing peanut stands and pranks of that nature, which are simply the result of a boy's desire to play, but are of a far different type entirely. The average court room is not the ideal place to teach eugenics; it is a good place to hold a clinic and to show mistakes, but it is not the place to teach the methods.

We had a murder trial, the first in many years, in one of the counties of this State along the northern border and there was a young girl whose testimony would have proved the motive of intent had the lawyer wished to use her evidence. On further investigation it was discovered that she manufactured the whole thing from her imaginative mind; based upon the moving picture show and some of the marvelous exploits she had seen perpetrated on the screen. She was not used because it was discovered she was not the proper one to bring into court and the man was not sent to the chair on her evidence; it was not a first degree charge, and the case terminated far differently than had she been used in evidence.

The problem of complaints and properly dealing with complainants, will be solved by a thorough knowledge of how folks behave under certain conditions.

The last sub-topic, "The probation officer's relation to organizations doing preventive and constructive social work," brings up

the great problem for the rural community. In the county in which I am privileged to labor, several thousand square miles in area, it is quite necessary to have some volunteer workers. It is very difficult to get the right kind. It requires quite a bit of work to induce people to get into touch with those who come into contact with the law, with those who need restoration. In a recent investigation and visit to a good-sized village I called upon one very estimable worker in a social way and tried to get her to go down to a family and wash up three little youngsters and I received the response, "We never go into the homes of these people; we furnish them coal and give them the things necessary for maintenance and keep them going through the winter, but none of my women in this society"—and by the way it was called a Helping Hand Society—"ever go into the homes of these people." I couldn't find one person to take care of these children. On the other hand, by some labor, last year I saw the most refined and cultured women washing the feet of and putting shoes and stockings on one hundred and fifty children in a socialized, if you please, organization. It is possible, but sometimes very difficult, and I think the solution and the work of the probation officer, particularly in the country is to get the organizations working together, taking the illustration from the Great Teacher of men who came down from the mountain top and found a man on the ground and reached over and lifted him up and he arose; namely, the personal touch; human interest. That is the real work of the probation officer, I find, in going about through the country. My job is no roll-top-desk comfortable-backed-chair sort of job, nor is that of any probation officer in the country. It is where there is a lad who needs help; where there is a family which needs restitution and restoration.

MR. THOMAS J. KEATING, PROBATION OFFICER, ALBANY POLICE COURT: The informal and preventive work in the Capitol District here is handled mostly by the Society for the Prevention of Cruelty to Children. This society has three probation officers regularly appointed in the Police Court of Albany; in addition, there is a paid woman probation officer. We find in order to handle our work successfully we must have men who are especially

trained and equipped in this line. The knowledge gained by the Humane Society's officers in their work particularly equips them for informal and preventive work, and it has always been the policy of our society to keep cases out of court whenever possible, but we cannot expect to be successful in this line if we try to work alone. We find we must bring in all the different agencies, the churches, child-helping agencies and our schools, and, when we come to probation we do not find any special reason for keeping certain cases out of our local Juvenile Court, particularly when we have a man of the temperament and character of the present presiding judge, Judge Brady. He has been of great assistance to us in our work, and our work is double, as you probably know, working along the lines first of informal and preventive work and then receiving the cases on probation.

MR. JAMES E. McNAMARA, PROBATION OFFICER, NEW YORK COUNTY CHILDREN'S COURT: Many cases of children could be kept out of court if the parents could be made to realize the duties devolving upon them, as well as the stigma which is placed upon the child when it appears before the justice under circumstances that are frequently revolting to its sensibilities.

Many cases of children could be kept out of court if the parents could be made to realize the duties devolving upon them, as well as the stigma which is placed upon the child when it appears before the justice under circumstances that are frequently revolting to its sensibilities.

Many such children are the offspring of parents born in foreign lands, where oppression was one of the saddest conditions of their lives and where the educational facilities were not extended to them for various reasons.

Frequently we find parents born within our borders who believe it necessary to appeal to the law in order that their children, apparently beyond their control, may be redeemed and made more submissive to parental authority. Such parents have a false idea and instead of assuming responsibilities naturally belonging to them, they shift their children to the care of the State regardless of the ultimate consequences to the little ones.

There is also to be considered the child who has been deprived of its father and whose mother is compelled to be absent from home

at hours when the danger to that child's welfare is most ominous; or, on the other hand, the child may have been left motherless, and the father, who is earning a meager living, compels the child to violate the law — not at all times intentionally — that its small earnings might add to the household income.

Then again we have the boy or girl who has not been sufficiently advanced at school, commensurate with the years attained. Such as they feel that they are often too large in the class with the other boys or girls, and long to seek employment. They absent themselves from school or obtain positions through misrepresentation, and are eventually arrested for a violation of the Compulsory Education Law.

Whatever course is pursued to prevent such cases from getting into court, it will be found that the function is a very delicate one, and considerable discretion and tact must be used in dealing with the folks, as well as with the child, and above all the utmost confidence must be maintained in order to uphold the sacredness of the home.

The pastor of the church can be appealed to in many cases before a child is brought to court; wherever there is a society such as the St. Vincent de Paul Society, whose members seek out the poverty-stricken or the unfortunate cases discovered by them could be reported and a representative of the appropriate society could be assigned to the case to prevent its coming within the scope of the law.

There is also the Protestant Big Brother and the Jewish Big Brother Societies, whose object is to lend a helping hand to the downtrodden and the unfortunate, and their work to relieve the distressed brings them in very close relationship with each member of the family. Any appeal made to them will meet with prompt response, and the humiliation of the parent complaining in court about a child can frequently be offset by the good offices of one of the members of such an organization before a critical point has been reached, and the child can be restored to the bosom of the family, regretting its obstinacy or waywardness and with a firm desire to make amends.

When a child imposes upon its illiterate parents, and perceives that it can escape a just flogging for its disobedience or incorrigi-

bility by threatening to "tell the Gerry Society," the parents would find that the advice of a member of the Catholic Protective Society, the St. Vincent de Paul Society or a Big Brother could work wonders in the home where Pasquale or Willie or Joseph formerly held sway, and that there would be no need to bring the youngster outside the precincts of his own home. The co-operation of the various charitable organizations will also be serviceable in preventing cases from reaching court, and many times the Probation Officer can be so well informed of needy cases that he can bring the matter before the proper persons engaged in work of this kind.

When a boy or girl is eligible for an employment certificate it would be well if the document was retained at the office of the Board of Health and the child given a voucher that he is by law permitted to be employed, and upon presentation to an employer of voucher and promise of employment the necessary document would be forwarded to the prospective employer and the same returned to the proper authorities upon the child leaving his employ. During the child's idleness he should then be obliged to return to school until he secured another place. In this manner the boy would be off the streets and in a great measure out of danger of getting into trouble.

Truancy cases could be prevented in a great measure from reaching court if the policemen were kept informed by the school authorities of truants living on their respective posts. They could make visits at regular intervals to the home of the truant and when found have him assigned to a school where such boys could be closely watched and not brought before the court except in extreme cases.

Such police supervision over the movements of truants would go far to prevent truancy, would reduce the number of truants to a minimum and eventually prevent juvenile delinquency to a great extent and keep thousands of cases out of the court.

MR. CHARLES H. WARNER, SUPERINTENDENT, WESTCHESTER COUNTY SOCIETY FOR THE PREVENTION OF CRUELTY TO CHILDREN: There are two propositions that have staggered me ever since I began, about eighteen years ago, to climb tenement house

stairs in Brooklyn and in New York and Yonkers. One of the things I cannot understand is why little helpless children are obliged to suffer because of the faults of older persons, and the second thing is — and we have all got to admit it gives us a great deal of our trouble to-day — why do we have this tremendous industrial inequality. In our conferences I think we spend too much time in dealing with results. Our work is all the time with results, with the effects,— juvenile delinquency, petty larceny, truancy, no proper guardianship, thousands and thousands of cases; there is no discussion of causes. I think in these conferences we should call a spade a spade, and when we go home we should do the same.

Prevention is of two kinds, it seems to me; one kind takes care of itself and produces a deterrent effect as the result of our work. We make our investigations and find that there are conditions which require an arrest; we take the poor father or mother out intoxicated, take the children to the shelter and bring the case to court. Much to our disgust it is spread upon the pages of the newspaper the following day. Now, there is a deterrent effect in the immediate community where you make the arrest and there is a certain deterrent effect which comes from the publication of this story of these unfortunate people. That deterrent effect will take care of itself, but there is another prevention which we should address ourselves to more and that is constructive prevention. There is no trouble about finding cases, but the great trouble is that we find these conditions too late. It is only recently that a man is taken from his home when he is in the incipient stages of tuberculosis. Formerly they waited until he was nearly dead and then took him to the mountains and gave him a nice place to die. It wasn't until recently that the charity workers would go to the home and give some relief before the family was ready to be placed upon the street or the children sent to institutions. Now we find that the thing to do is to go there earlier and reconstruct the home by giving the relief before the crash comes.

We must have two things in order to do this preventive work. First, we must have some intelligent idea of the conditions with which we are dealing, and the only way to get it is to go and see those conditions. You really don't know what is going on until

you go right into the home and see it. Secondly, when you see these conditions and see how deplorable they are, if God has given it to you, use your common sense.

As an individual, as a citizen, I think it is the duty of the probation officers to do all they can to keep cases out of court. But the probation officers all know very well that it is a dangerous thing to be dealing too much as a probation officer with cases out of court, to try to keep them out of court. There are a great many people coming to you for advice; there are a great many mothers who come to you because a neighbor's mother has been to you about her son. This is good, but do not dabble too much with cases out of court when, as a matter of fact, you know they ought to be going to court.

Now, as I say, we come to the conditions after they become wrong. There are three great safeguards to-day for the welfare of children, and this statement is as old as civilization itself. They are the home, the church and the school. I want to address myself to just one of these, and that is the home. I cannot understand why it is that with all our churches and their visitors, ministers, priests and sisters, the schools and the opportunity of having examining nurses and doctors, we go to these homes and find such terrible conditions. How can it become that way in a civilized community? You who go among the homes know what we find. Such filth, such neglect, such poverty, such suffering of little children and babies, that you cannot understand how those conditions could ever get as bad as they are. Something is wrong. I want to tell you that the trouble to-day is purely and simply that the home is breaking down, that the functions of the home are breaking down. Now, when that is true, there is bound to be this trouble.

We are dealing all the time with effects. I think we should be studying more about the cause of these effects; what it is that makes the home in the condition we find it to-day. The first reason is the economic reason, the industrial reason. You go to a home to-day and you find the father and mother living with five, six and seven children in three or four small rooms. Aren't you dumb-founded when you go around to those homes, and ask what the wages are? Do you think any one of you could support a family

on what that man receives? That very condition of the low wage compels the mother to go out to work, thus taking away from the home her natural functions. The father and mother are obliged to lock the house and both go to work in order to make enough money to keep food and clothes for the children. Isn't juvenile delinquency the most natural product of that condition? We talk about studying cases, but why don't we go back and study the cause of these things, and if we know what is the cause why don't we say something?

We hear to-day what makes these low wages. If you go back to your own town you will find out why. I know why it is where I live. You go to our manufacturing cities and among the foreign population you find boarders; the rooms that should be used for children, where there should be privacy, where little girls should not be subjected to the conditions they see, what do you find? The bedroom they should have, what do you find? Three, four, five beds right around the room as thick as you can put them. For what? So the family can live. I cannot get out of my mind a statement I heard in regard to this low wage situation, and it is this, that any employer who knowingly gives his employee a wage less than he knows he ought to have to live on accepts charity from a man who can ill afford to give it. That is turning it around the other way. There, instead of having the charity come in one way, it comes the other way.

We think that drink causes a great deal of this trouble. It does, but I believe the best way to fight drink is to give the man a better wage so he can go home and do the things that his family needs. I do not believe that many men drink and neglect their homes because they want to. I believe a great deal of that is done because the men are so absolutely discouraged from the conditions in which they find themselves that they go and drink to try and forget it. I believe the best way to fight drink is to see that these men get better wages, and then you can insist that they have a better place to live, better clothes and food for their children, and that will relieve a good deal of truancy and juvenile delinquency. The women and men with the large families are mostly ordinary day laborers, and the father and mother are often obliged to lock the house and turn the children out on the street, and the first thing

they know about truancy is when the truant officer comes around and says, "Why isn't Johnnie going to school?"

One other thing that is breaking down the home is the fact that among our foreign population to-day, where the father and mother come over with children, the children are really the masters of the situation. The fathers and mothers have to go to work; they don't understand our language; they don't understand our customs, but the children go out and find their own education; find their own schools. In many instances I think you will find the fathers do not know the location of the school where the children go. They find their own amusements, and the first thing the parents know the children are in trouble. The probation officers, and those of us who investigate these conditions, are the ones to interpret them to these fathers and mothers and to tell them about the trouble.

About the school. Why is there so much truancy? I think one of the greatest reasons for truancy to-day — and this may be heretical — is because of the methods of education in our public schools. When a boy first goes to school he is simply full of expectancy; he has heard about school and wants to go, but when he goes there he doesn't find at all what he thought he was going to find and he cannot wait for recess or for school to close. He is like a rubber ball; he wants to be put up and out. Why should that be? We have a peculiar class of children, some are feeble-minded, some emaciated, some have to get up and go to work on milk wagons, and then they go to school and nearly fall asleep in their classes, and they are all expected to keep the same pace in the school. The teacher's reputation depends upon the number that can be promoted. It has changed to-day. We have doctors in our schools examining them and finding those who are feeble-minded; they are finding out those boys that would never be able to study out of books and are putting them in manual training schools; those are the hopeful conditions, and I think that the more that is done, the more truancy will cease.

What can we do with reference to the church? I don't think the clergy to-day appreciate the conditions at all; they do not appreciate the conditions in the homes; and if they did they would be one of the greatest powers of the world. The church is an insti-

tution which the foreigners know all about on the other side, and they don't find a strange institution when they come over here.

It seems to me our business is to interpret these conditions as we find them to those three great forces, the home, the school and the church; and if those three great agencies were to do intelligently what they have the resources to do, you and I would have to be seeking some different employment.

MR. JAMES A. BOYD, PROBATION OFFICER, NEW YORK CITY CHILDREN'S COURT: I wish to take up the first sub-topic, "The treatment of complainants and those seeking advice and help." I would suggest that the complainants be treated with courtesy, that they be made to feel when they come to court that it is a place where they will receive justice and fair treatment, and that we are willing and ready to help them; but I think it is a good plan also to suggest to the complainant, in at least some cases, that they sign an affidavit, because frequently there is a complaint made against a boy, and as soon as his name appears upon the court record the complainant doesn't want to go on with the trial or press the case; so I think the best treatment of complainants is to suggest to them the seriousness of signing an affidavit accusing a boy or girl of some offense which, after all, may amount to very little.

MISS GERTRUDE GRASSE, EXECUTIVE SECRETARY, BROOKLYN JUVENILE PROBATION ASSOCIATION: We have heard from the probation officers' point of view where an organization can be of help if the organization exists. I know in the rural communities perhaps you cannot get such co-operation as in the larger cities, but it seems to me there are many ways in the larger cities where the co-operation of a volunteer organization can be useful. If I seem egotistical in mentioning the Juvenile Probation Association it is only because I speak from that standpoint.

One of the things which comes to my mind is that the probation officers very seldom have any reserve fund for accomplishing things which are needed and which have to be done. We always feel that if any special case comes up, sometimes it is only a pair of shoes, we are always ready and I can always get the money to see that particular case improved; I think there are many organizations,

even if they do not have any special connection to the Children's Court, who would do the same thing. The charity organizations are sometimes a little slow in responding, although they do respond, and an organization which is perhaps more closely connected with the Children's Court, or perhaps a group of people who could come together and stand behind the probation officer in expenditure or in any special case where there is need, is of great value.

We find that there are many cases where there is some special thing to be done. I do not want to underrate the ability or the influence of the probation officer, but it stands to reason that an organization with a well selected board of trustees known to be interested in the children can sometimes see a matter through — I am speaking of individual children, not of the larger question — where the individual probation officer perhaps could not do so. That again would hold true in any group of people. It doesn't have to be an organization — any group of people who would stand together and are interested in just the one thing would do. I have sometimes been asked, "Exactly what does your organization do in the Children's Court?" and I frequently say we do all the odd jobs or things which nobody else wants to do, and it seems to me sometimes that is what it amounts to.

One of the points, and I should think that would be a very great difficulty in rural communities and one in which an organization can be very useful, is that of employment. The question has been brought up in this conference from time to time, and we have organized an employment agency which is almost only for the court and for no other boys — we do once in a while have a friend of one of the boys come — but the agency is practically for the boys of the court and it is unusual in this way, that we do not say we have an employment agency, but we started it with the idea that we would educate the employers to the point where they would be willing to take our boys of promising material and give them the employment which they needed. Out of one hundred employers approached, ninety-four have co-operated. We have approached the foremen as well as the employers. This is because the foremen are the ones who look after the boys. We ask them for individual attention toward the boys; they try to give it to as great an extent as they can, and, as I said before, it is an employment agency for

the court, and there are very few boys who have not had some connection with the courts or institutions. If there is any organization existing, or if there are any good people who are willing to help, it seems to me that it can only work to the best for the child if the probation officer and the organization work together.

MR. WILLIAM A. KILLIP, CHIEF PROBATION OFFICER, MONROE COUNTY CHILDREN'S COURT: I believe in keeping cases out of court as much as possible, especially if we find the home conditions are good and the parents of the children are willing to co-operate. We find many times when the complainants come to our office they are very angry about some mishap, so we talk with them and explain what it means to the child to come to court. There is many a boy coming to court for the first time; if you bring him needlessly he becomes accustomed and he gets so he doesn't care if he comes back again. We do go out as probation officers and investigate the case; we visit the complainant; we visit the parents of the boy and speak to them and explain the seriousness of having the child come to court, and we try to adjust matters so that the complainants go away perfectly satisfied.

MR. MALLON: I was going to say one word to bridge over the chasm between the probation officer in the large cities and in the rural sections. It is like the difference between the specialist in the large section and the general practitioner in the rural district. Every one knows the probation officer in the rural districts and his word carries weight because he wouldn't occupy the position he does unless he stood out. The probation officer in the city is like a kernel of wheat that has no individuality at all. He is simply in the position of the ambulance surgeon who picks up the man in the street, and this talk of probation officers in New York city and Brooklyn doing constructive work is impractical, for we know we haven't the time for it; we haven't the standing for it. It is a good work, but we cannot do it. The only thing we can do is to interest the well disposed of the community, the people who have means and leisure and who are willing to take this up. It is our business to bring our work to them and say, "Here, I found this boy in the Children's Court; I can only leave him here." In

the rural districts the probation officers, like the general practitioners, can treat everything from a case of diphtheria to a case of broken leg, whereas in the cities they are specialists who can do only a certain amount of work. Don't let's attempt to do the work that these other men or women who are equipped for it should do. We are not preachers, teachers or physicians; we are merely messengers. That is all. We get those cases in the Children's Court and bring them where they belong, and if we do that it will be better for all concerned. It will emphasize the responsibility upon those who have the responsibility. Refer them to where they belong. I say that is our problem in the cities, but of course in the rural districts it is entirely different, and the probation officer can be a general practitioner and he can extend his influence to perhaps a wider area and continue his work longer. We in the city cannot do it. There are plenty of agencies in New York and Brooklyn, clergy, teachers and others, and let's bring it to them and say, "Take up your burden and carry it."

THE VALUE OF CONSOLIDATION IN PROBATION WORK

MR. GARRITY: Before entering into the general discussion on this subject it might be well for us to remember the fundamental reason for calling this conference. We hear some of the probation officers say, "What benefit do I derive from coming here; has there been anything new suggested or inaugurated; has any one told something that will be of real value to us in our own particular field of endeavor?" And I answer that by saying, "Yes, a great many suggestions have been brought out by various workers in the field that could be utilized in other fields where they are not now in practice." But outside of that fact the very essence of the conference is to "get together." There ought to be a closer co-operation between all probation officers, regardless of whether we suggest anything new or whether we bring out any new ideas for the benefit of each other or for the benefit of the entire system. As I stated a year ago, the probation officers ought to be closely allied. Why? Because, as the Governor stated in his address last evening, probation to-day is practically in its infancy, and by no stretch of our imagination can we look forward far enough to see the ultimate result of what this probation system will be ten years from to-day. The evolution of science in every direction has been so rapid that when we look back five years at some of the phases of life of to-day, we say to ourselves, "Isn't it funny that we didn't think of that five years ago, and we are amazed to think how slow the human mind has been in grasping present day problems, and so it is with our work." Some of us are egotistical enough to believe we are doing a real good, substantial work to-day. Isn't it only reasonable to suppose that ten years from to-day you and I will look back at 1915 and say, "Really, we didn't know what probation was in 1915?" The close co-operation and the alliance of probation officers is an absolute necessity from the point of view of watching the development in the entire country and from the point of view of safeguarding and bringing the position of probation officer to a higher standard.

I said a year ago that it was a shame that people who were willing to devote their energy and their lives toward a special line of endeavor did not receive the pay of the common ordinary artisan; that they are not recognized in their own community as being of any special worth; that the man working on the scaffold on a building receives more per diem than most of the probation officers in this State. Let us look at this thing squarely between the eyes. It is not the fault of our Probation Commission, which has done wonders in the last few years to advance our cause and your cause; not the fault of the probation officers as a collective body or as individuals. The fault of the system is in its start. That must be corrected, and it can only be done by united effort on the part of all probation officers in the entire United States.

If we wish some day to have the people realize that we are not thousand-dollar-a-year men and women, that we are not \$18 a week employees, if we wish to convince the public of that fact, we must educate the public to the real worth of the probation system.

The day is passed when the haphazard manner of picking probation officers was in vogue. To-day they are selecting them for their peculiar qualifications; they are delving into their personalities, their patience, their habits, their general appearance. I think we have got to get together, if necessary, in an organization such as the National Probation Association of the United States, and, if necessary, we have got to pay some adequate person to read our propaganda to the world.

MR. LAWRENCE VEILLER, SECRETARY, CRIMINAL COURTS COMMITTEE OF NEW YORK CITY: I understand that the subject we are discussing this morning is the broad subject of "Co-operation." In other words, how the work of the probation officer may be made more effective through co-operation; and what the leader has said in regard to increasing the salaries of probation officers has a direct bearing on that subject. As to the method he suggests in advancing your cause, I am not at all clear that I agree with him. While it is true that it pays to advertise, there are many ways of advertising, and I rather think that the probation officers of the State will in the long run find their positions farther advanced through very high grade work, impressing the most representative citizens in their community with the value of their services, than by rais-

ing what might be termed a lobby fund and importing an accelerator to try and influence boards of supervisors and boards of estimate. That method does not commend itself to the great mass of American people, and, with the exception of the teachers in New York city, I know of few groups of public servants who have advanced their cause by that method.

I didn't come to discuss that, but I want to point out that co-operation will advance your salary quicker than anything else, if that is what you have in mind, and I know the majority haven't that in mind, except as an incident to your work. You have a vocation; this is your career. Few of you have another. You have to live; you have to support yourself and you find that the salary that is offered in this position is a living wage for you or you wouldn't be in it. The salary wouldn't have been placed at what it is if they couldn't get plenty of women and men to take those positions, but your primary purpose is that the work appeals to you; it has a distinct call for you. If not, you are not good probation officers. The man or woman who is in the job solely for what there is in it cannot be a good probation officer.

To go back to co-operation. The mere fact that it is put on the program to discuss shows that we are in the rudimentary stages of probation work. Any one who has any possible conception of probation, as it really is, couldn't question the necessity of co-operation, not merely through efforts between fellow probation officers, but at every stage of the case.

I suppose the reason we have to discuss the necessity of co-operation is due to the fact that probation as yet has not advanced very far beyond the process of investigation. In other words, our staffs generally are so under-manned and the duties thrust upon them are so great and the desire of the courts to use probation has come with such a rush that the average probation officer has to do his work in a somewhat perfunctory way in which he wouldn't care to do it if the office had the necessary equipment.

How best can the probation officer co-operate? First, with the community. What is your problem? What are you trying to do? "To save some individual." I don't agree with you. You are dealing with some family nine times out of ten, not with some individual, so it is a family problem and not an individual propo-

sition. If it is a family problem, you have got to co-operate with all the forces bearing upon that family life. You must avail yourselves of all the knowledge concerning that family. In the larger cities we are beginning to have a very excellent piece of mechanism that will save us a great deal of work. I refer to the Social Service Exchange which exists in so many cities. You all know what that does — a place like a telephone exchange where they connect you just as central does with the very agency in that community working on that particular family. Now, how does it operate? You are a probation officer and there has been assigned to you one Mary Ryan, 20 years of age, living at such and such address. The first and important thing for that probation officer to do is to call up the Social Service Exchange and say, "Mary Ryan, 20 Main street, parents so and so," and find out from them not whether she is good or bad, worthy or unworthy, but what other agencies there are working with Mary Ryan to-day, and, if necessary, you can get in touch with those agencies. It pays to telephone and not to travel. It saves you traveling all around town, and you get a new flow of light upon your problem by going and talking with the pastor of the church, or the head of the charitable society, or the head worker of the settlement and finding out all that they have learned and benefiting by their experience. That is the main and most important form of co-operation that the probation officer can utilize, and we are not utilizing it at all to any extent. Out West they are doing that, but I think the time has come when we certainly ought to utilize the information that is available. Of course, that is a reciprocal relation. Co-operation means working with other people. That means you must therefore give to that Social Service Exchange the main fact you have about Mary Ryan, so when some one else comes along and wants to know about her they can learn that a probation officer has worked with Mary Ryan and they can get in touch with him so as to find out what he knows about the case.

There are other phases of this co-operation. There is co-operation among fellow probation officers. I do not think any probation system has instituted frequent enough conferences among its own staff and conferences with fellow workers in other groups, not on individual cases, but on the general problems. We have yet to

discover the group of probation officers in any city that has taken the initiative of calling ministers, etc., into conferences. The probation officer sometimes comes to those conferences, but I cannot recall a single instance where the probation officers have originated the conferences and have summoned to their call the social workers and clergymen and other forces working for uplift in their community. That needs to be done. You have got to take a greater leadership.

As to co-operation among yourselves. Of course, I know and you all know that the average probation officer is so overworked, has such a tremendous volume of work, that he hasn't time to stand off and look at his own job, to say nothing of standing off and looking at others. Organize your own work, lay it out and say to your chief if you are overloaded, "I am carrying more work than I can do properly," and let him unload some of your burden; then sit down and plan your own day's work. I don't mean geographically; of course, you route your trips; then look at this job and see what sort of results you are getting; check it up; how can you benefit your own work and your associates and those in positions of greater responsibilities, who are supposed to be forming the whole probation work of the State?

Lastly, there is the co-operation with the citizens. Generally with the newspapers, because it pays to advertise. The best way for the probation officer to advertise is to see that the newspapers are informed as to what the work of a probation officer really is, and the best way to inform the newspapers is to cultivate the acquaintance of the newspaper man and from time to time take some reporter around with you in your work, first asking him, of course, not to give real names and addresses — and every newspaper will observe that request — and let him write up a real live story. You will find if you get that kind of publicity and the public begin to realize what you are doing, their whole conception of the adequacy of your compensation will change and increase. Individually, I speak for a group of citizens who intermeddle in social and civic affairs. We recognized early in the game that the way to improve the probation work of New York city was to attract high grade men and women to the work as probation officers, and that the way to attract high grade men and women was to pay

them adequate compensation. We started out on a movement to increase the salaries from \$1200 to \$1500, and we have the full, hearty co-operation of the probation officers. I cannot say a single probation officer has held back.

MR. MORRIS MARCUS, PROBATION OFFICER, NEW YORK CITY CHILDREN'S COURT: If we were to do our work and mind our own particular business, so to speak, not only is there a danger of running into a rut of great misunderstanding, of bringing about friction, but the probation system itself, of which we are an essential factor, would not progress; it wouldn't enthuse; it wouldn't enlighten nor gain the wide co-operation of those agencies which are really our medium for publicity, the bodies which keep the public informed of our work; and so we can find every morning and almost every afternoon and evening in the Children's Court of Manhattan probation officers conferring with us, telling each other of special cases, of the methods of procuring co-operation in a certain locality, how to deal with a particular principal of a school, what the judge has done in a certain case or what he has asked in a particular case, all of which gives information and helps us to revise our own faulty methods and avoid differences with principals. Since the new Children's Court has been organized we have developed an organization under the leadership of our chief probation officer, Mr. Fagan, which provides for all the probation officers in the five boroughs of New York city an opportunity to get together to confer and thereby bring about uniformity and greater efficiency.

Now, as to the third subdivision, "Consulting with the Judge." It is not only advisable but it is a very easy matter for some probation officers to consult with the judge on almost every problem, but in New York city it is an impossibility. There are five judges in the Children's Court who sit almost all day and sometimes in the evening. There are many probation officers and you see it is an impossibility to consult with the judge except in rare cases. For example, I will try to illustrate where I consulted with the judge. A boy was charged with attempted rape, and it appeared that the parents of the injured child needed more probationary treatment than the boy, the defendant. The mother of this child tried to create a lot of trouble by exaggerating the offense, writing letters,

getting the sympathy of the neighborhood, and thereby tried to bring about criticism of the justice of our courts. Letters were actually written to the Mayor,—the judge had received two or three of them and he referred them to me,—simply because, as she put it, “the judge allowed the boy his freedom; nothing was done to him.” Probation meant to her that “nothing was done to him.” After careful investigation, as I said before, I found that she needed probationary treatment. I found that it was a question of how much she could get out of the boy’s father, and the judge agreed with me that the best thing to do with a woman like that was to ignore her. In such a case we consult the judge. There were letters written to the public and to the Mayor, and of course I wasn’t going to do anything without the judge’s advice.

As a sort of summary I will simply repeat some of the things I have mentioned. By means of conferences we can get a better understanding; we learn what others are doing. By comparison, we see whether we are doing as well or are falling into a rut; we hear new thoughts; learn new rules, new methods which otherwise would escape us, and, finally, agreeing upon those suggestions and plans which go to develop and strengthen the probation system, we submit them to the proper agencies which have already done so much and will undoubtedly continue to do much toward keeping the public informed of our efforts and providing us with facilities without which we are handicapped. While we are not fully equipped and while proper institutions for feeble-minded and backward children are needed, and while adequate salaries are not yet paid, the State Probation Commission, the Criminal Courts Committee and many of our judges have worked zealously in our behalf and have proven themselves to be not only an inspiration to us, but our real champions, and let us hope they will continue in their good endeavors.

MISS MARION SHOVE, PROBATION OFFICER FOR CHILDREN, SYRACUSE COURT OF SPECIAL SESSIONS: It is easy for us up-State to consult with the judge and with most people, and it is easier for me, as my father is the judge; there is probably not one case that comes up that I do not discuss with the judge, and I cannot see how any probation system can be carried on at all well without

consultation with him. You are apt to become discouraged and you think you are not doing all you can, but the judge can show you that, as long as you are showing this boy that he can lead a more decent life and that there are other ways of making a living besides stealing, you are accomplishing what you should.

Then, in consulting with teachers I find in Syracuse that there are some who are not in favor of probation, and the minute they know the boy is on probation they think he is absolutely incorrigible and there is no use in having him in the school; they want to get him out as soon as they can and they make the poor child's life miserable. I had one especially striking example of this. A boy was arrested for a minor offense and I called up his teacher, who said he was all right. Afterwards I had to go to see her, and two days later she said, "Johnnie is terrible; I cannot do anything with him at all; he is perfectly incorrigible," and for two weeks she called up every day to complain. She said, "He doesn't do anything but make the children laugh," so I had the child transferred to another school; she didn't like this very well, so before the child had a chance to go to the other school she called up the other teacher and told how bad the boy was.

I don't always tell the teacher when the child is on probation, but there are many teachers in Syracuse who give me the greatest help in the work.

We also have in Syracuse a confidential exchange, and I find it of great help. There are some others of these social workers who have been working with the families for years and they can give the keynote of the situation which perhaps you would not otherwise be able to find out.

MR. E. HALDEMAN FINNIE, PROBATION OFFICER, STEUBEN COUNTY: As to the question of consulting the social records, I find that particularly valuable because I am new in this sort of work. Of course, we all realize when we are dealing with an individual on probation that we are not merely dealing with the individual but with a much larger problem; that the particular fault which has brought that person into court is merely a symptom of some larger trouble, perhaps a family condition or community condition. When we find that there is physical trouble at the bottom of a child's misbehavior or mental trouble, we go to the

specialists and have the matter corrected; if there is something wrong with his education, we appeal to the school teacher, and so it seems to me that when it comes to the larger question of family and social conditions, we should go to a specialist for that sort of thing, the social worker, if we have one convenient.

I would like to mention one particular case which shows the value of assistance. A man 24 years old was placed on probation; I didn't know anything about it at all until he came down and reported to me, and after looking up his record and making my preliminary investigation, after he was on probation, I found he had spent two terms in the penitentiary for stealing, and this time he had stolen \$295 from a man on a lonely road one night; the penitentiary having failed to cure him of his kleptomaniac habits, they thought they would try something new. The boy wasn't quite normal and in addition he had a weak-minded wife. They were living with his mother and stepfather, and other factors to be considered were the wife's parents, so that there was a general five-sided family row going on all the time. Just about the time I got the boy straightened out his wife began to go on a rampage, threatened to leave home, beat him over the head and all that sort of thing, and I felt utterly helpless when it came to handling a woman of that kind, so I sent a hurry call for the secretary of the Social Service Society; she got this woman pretty well straightened out so she was behaving, and as soon as that was finished her parents began to cause trouble and wanted to have a warrant sworn out for this probationer of mine. I again appealed to the secretary of the Social Service and then the mother and stepfather started at it. It was just like trying to tie up a large bulky package when you haven't enough string and it bulges out in one place and then somewhere else. It has been a continual performance with that, and as it wasn't in my line, I absolutely depended on the efforts of the trained social worker to help cure that family condition. As long as that thing was going on there was no chance for the boy to settle down and behave himself.

In regard to consultation, I am particularly interested in publicity and advertising. I think in addition to working up in the newspapers we can do an awful lot with just personal face to face talks with people, particularly in the kind of work I am doing —

rural work. I really think I have more of a job educating justices of the peace than I have in keeping probationers straight and every time I go through a village or small town I talk with the postmasters and justices and always take that opportunity of explaining as thoroughly as I can what probation is.

One other thing is to educate these people into how to handle small boys in their pranks. I had a hurry call a week ago; three boys were going to be sent to Industry because on Hallowe'en they had taken the hose cart and had run it down the street and back again. I protested, and the justice of the peace said, "These fellows have all been before me before." I asked what their former criminal records were and found that one of the boys, 9 years old, had been arrested about two years ago for having gone in swimming without a bathing suit.

MR. GARRITY: I am going to occupy a couple of minutes in summing up "The Value of Consultation in Probation Work." Without any question of doubt, you ought to consult with your probation officers, with your judges, with your school teachers, with your social workers, charity workers and with every other known agency that is working for the uplift of that particular class of humanity that comes under our personal control. Always be ready for consultation because something may be beneficial to you and your probationer.

"Conferring between officers in different courts in the same city or county." If there is a chief probation officer who holds himself aloof from his probation officers, he is not doing the proper thing; he may feel it is lowering his standard of authority by mingling with his probation officers, and if he does, my own private and candid opinion is that he is taking a wrong track because he may have probation officers on his staff who have just as much good gray matter as he has, and if he will get down to their level he will learn something that will be beneficial to the community and probation system. Open consultation without the loss of authority is always beneficial to the probation system.

"Consulting with the judge." In the larger cities, I presume that is pretty hard; in the smaller cities and communities, it is easy. I consult with my judge on every phase of the situation; if

necessary, privately and secretly, before cases have been brought to his attention. If necessary, for the sake of reprimand, I tip the judge off as to the case I might be bringing back for violation and ask him if he won't bring out certain facts, and he will do so at all times. A friendly relation between the probation officer and the judge is absolutely essential, and if the judge has that confidence in his probation officer and believes he is trying to do everything he possibly can in his own line of work, he ought to make him his confidential adviser in many of those cases.

"Consulting with teachers and social workers." Many, many times in my dealing with juvenile cases do I come into contact with the kind of teacher who believes that the wisest way to get rid of the bad boy is to get him out of school. I won't obey all their commands in regard to removing boys, but, if necessary, I will take it up with the principal or superintendents of schools and see that the proper attention is given to the particular boy and is carried out to the letter. I believe in consultation with the principals of schools in particular. I deal entirely with the principal of the school in our city, and by the principal's activity in the line of probation work we work very successfully together. I believe probation officers dealing with juveniles should consult with teachers and principals whenever and wherever possible for the benefit of the boy, and try to get the teacher who is opposed to having an unruly boy in her class to realize that her responsibility is a little bit greater and that she should take an interest in that particular child for the benefit of the future citizenship.

"What information regarding probationers should be given out and what facts withheld as confidential?" The law itself specifically provides that you have no right to give anything out regarding probation cases without the consent of the authority over us. That law is strictly upheld in my city. I will never give out information without first consulting with my superior officer. Publicity about probation cases isn't going to help your probationer. Your work is the work of the friend who is trying to be friendly without publishing that he gave \$5 to charity. Charity is not worth a good deal if its going to be published. Probation is not going to be worth much to the probationer if you are going to exploit the case. Don't humiliate your probationer by advertising him as

being on probation. Wherever possible I try to avoid giving any publicity to the fact that certain cases are on probation. Our courts to-day are pestered with that newspaper reporter who sees a human interest story. I had a resolution passed asking that the State Probation Commission request the editors of papers to refrain from exploiting juvenile cases. That resolution was passed and a copy sent to every newspaper in the State of New York; it did good for a little while, but they have drifted away and are again finding human interest stories. You say they have no right to exploit the fact that Johnnie Jones was arrested and placed on probation and they tell you it is the biggest piece of news in the last decade. The authorities should pass some laws to the effect that they shall not be allowed to publish such stories. Personally, I am opposed to it. While I am in favor of giving publicity to the work of the probation officer, I am bitterly opposed to his exploiting any cases under his jurisdiction.

"The value of local conferences." How can we make our annual state conference more valuable?" The local conference has always been to me valuable. We learn by hearing the other fellow tell us how he is working. They bring us together. They acquaint us with each other; we co-operate; we become friendly to a great extent, enjoying the acquaintanceship for years afterward that we have gained at the meetings.

"How can we make our annual state conference more valuable?" I want to say now, as I have said at conference after conference, that we might differ materially with the things that one officer thinks, but I think we will all have to admit if we are fair and candid that the probation system of the State of New York has been brought to its present standard by the activity displayed by the State Probation Commission and its workers, particularly its secretary, upon whose shoulders fall the brunt of all the real hard work. Those of us who know the work that is actually being done know that the propaganda is being carried on by the Probation Commission and its active workers, and I stand ready to assist that organization, and I am sure every other probation officer stands ready and willing to assist them in everything they can do. We cannot give them enough credit for helping us and assisting us and spending their time and trying to get boards of supervisors

and justices of the peace to appoint probation officers and grant adequate salaries.

I want to differ slightly from Mr. Veiller's statement that a great many probation officers accept their positions for the opportunity to do good. Truly that was the system in the early days in social work, but the present day methods of selecting probation officers are getting us away from that. Men and women to-day are engaging in this work as a doctor engages in his profession. He does so for the benefit of humanity, but he also sees an adequate compensation for the years that he is putting in in the study of medicine and expects to receive adequate remuneration for it. And so the probation officers are giving up lucrative positions all through the country to enter the probation system. Why? Because they think that they see a future for probation officers; that along with their sympathy and their good views and good heart they will receive an adequate compensation for their work in the future. I don't mean when I say that that we are to have a spirit of commercialism; but I do say you must advertise the real work that is being done. There are places in the State where they don't know what probation means. In Yonkers before the issuing of a report in 1913 not over 20 per cent of the people knew what probation was. We got money enough to issue a report and we didn't exaggerate in that report; we stated facts plainly and showed them the savings in dollars and cents and the actual work done. As a result, the newspapers of the city came out commending the work and the salary of the probation officer was raised from \$1200 to \$1800. I call that advertising and I am still advertising, still doing my work conscientiously and honestly, and if you will do the same, in the future the probation officer will be paid adequately, the same as doctors, dentists and other professional men.

If there is no other probation officer having anything to say, I think it is only my duty to say I would like to entertain a motion that this conference go on record as complimenting the State Probation Commission, its officers and employees for the excellent manner in which the meetings have been conducted. (Carried.)

PARTIAL LIST OF PERSONS ATTENDING THE CONFERENCE OF PROBATION OFFICERS IN ALBANY
ON NOVEMBER 14, 15 AND 16, 1915

Mr. Max Abelman, Executive Secretary, Brooklyn Federation of Jewish Charities.

Miss Emma L. Adams, New York city.

Mr. Walter H. Angell, County and City Probation Officer, Cortland.

Miss Lucius M. Boughton, School Nurse, Albany.

Rev. Harry A. Barrett, Franklin County Probation Officer, Malone.

Hon. Joseph H. Beall, City Judge, Yonkers.

Mr. J. W. Boyd, Probation Officer, Brooklyn Children's Court.

Mrs. J. W. Boyd, Rosedale, Long Island.

Rev. Frank F. Blessing, Albany.

Hon. John J. Brady, Police Justice, Albany.

Miss Mary I. Breed, Secretary, Society for Co-operation of Charities, Albany.

Miss Edna G. Bridgeford, School Nurse, Albany.

Mrs. Elizabeth Barnett, Representative, Sisterhood Spanish and Portuguese Synagogue, New York city.

Mr. Frank E. Bullard, Probation Officer, Glens Falls.

Hon. Edmond J. Butler, Member State Probation Commission, New York city.

Miss Effie M. Carnright, Probation Officer, Children's Court, New York city.

Mr. Charles L. Chute, Secretary, State Probation Commission, Albany.

Hon. Alphonso T. Clearwater, Member State Probation Commission, Kingston.

Mr. William T. Connors, Probation Officer, Special Sessions Court, New York city.

Mr. William J. Cooke, Probation Officer, Lackawanna.

Mr. Algernon C. Cropsey, Parole Officer, Industry.

Miss Mildred Dennett, School of Philanthropy, New York city.

Miss Florence C. Dexter, Superintendent, Albany Girls' Club, Albany.

Miss Rachel Dunn, Principal, Ungraded School, Albany.

Rev. George Dugan, Albany.

Miss C. Josephine Durkee, State Department of Health, Albany.

Mr. George Everson, Secretary, Criminal Courts Committee,
New York city.

Mr. Bernard J. Fagan, Chief Probation Officer, Children's
Court, New York city.

Mr. E. Haldeman Finnie, Steuben County Probation Officer,
Corning.

Mr. Thomas A. Fletcher, Chief Probation Officer, Utica.

Hon. Homer Folks, President, State Probation Commission,
New York city.

Miss F. Funder, Lakeview Home, Staten Island.

Mr. James A. Garrity, Chief Probation Officer, Yonkers.

Miss Bertha Gooding, Yates County Children's Agent, Penn
Yan.

Mrs. R. M. Goler, Children's Aid Society, Rochester.

Miss Gertrude Grasse, Secretary, Juvenile Probation Associa-
tion, Brooklyn.

Mr. James B. Halbert, Probation Officer, Children's Court,
Port Richmond, New York city.

Mr. William A. Handerson, Orange County Probation Officer,
Goshen.

Mr. Frederick C. Helbing, Parole Officer, Randall's Island, New
York city.

Miss Mary Hillary, Volunteer Probation Officer, Buffalo.

Mr. William F. Hodge, Onondaga County Probation Officer,
Syracuse.

Miss Madeleine G. Hooton, Probation Officer, Binghamton.

Mr. C. Edward Jones, Superintendent of Schools, Albany.

Mr. Thomas J. Keating, Probation Officer, Albany.

Mr. John B. Keck, Nazareth Trade School, Farmingdale, Long
Island.

Mr. James J. Kehoe, Court Attendant and Probation Officer,
Syracuse.

Mr. George Keller, Castleton.

Mr. Laurence J. Kelly, Chief Probation Officer, Special Sessions
Court, New York city.

Mr. William A. Killip, Chief Probation Officer, Juvenile Court, Rochester.

Mr. Joseph J. Kingsbury, Chief Probation Officer, Children's Court, Buffalo.

Mr. Hugh Knowlton, Assistant Secretary, Committee on Criminal Courts, New York city.

Mr. John F. Lee, Secretary, Sacred Heart Branch Catholic Boys' Protective League, New York city.

Mr. John E. Leibfred, Probation Officer, New Rochelle.

Miss Frances E. Leitch, Probation Officer, Special Sessions Court, New York city.

Mr. John D. Lynn, 2d, State Probation Commission, Albany.

Dr. Clinton P. McCord, Health Director of Public Schools, Albany.

Mrs. Jessie D. McKnight, Police Matron, Utica.

Mr. James E. McNamara, Probation Officer, Children's Court, New York city.

Mr. Patrick Mallon, Probation Officer, Children's Court, Brooklyn.

Mr. Don C. Manning, Parole Agent, State School, Industry.

Mr. Morris Marcus, Probation Officer, Children's Court, New York city.

Mr. Alfred J. Masters, County Probation Officer, Rochester.

Mr. William B. May, State Health Department, Albany.

Mr. Irving Melius, Albany.

Miss Mary Rebecca Moore, Superintendent, New York State Reformatory, Bedford Hills.

Mr. David W. Morris, County Probation Officer, Utica.

Mr. William H. Morse, Montgomery County Probation Officer, Amsterdam.

Mr. W. E. Mounteney, Westchester County Probation Officer, White Plains.

Mrs. P. W. Mulderry, Albany.

Hon. Edwin Mulready, Commissioner of Labor, Boston.

Mr. Clement A. Munger, State Probation Commission, Albany.

Miss Alma C. O'Neill, Albany.

Mrs. Emma D. O'Neill, Teacher, Ungraded School, Albany.

Mr. Emanuel Perrott, Probation Officer, Newburgh.

Mr. V. T. Pisarra, Assistant Superintendent, Society for Prevention Cruelty to Children, New York city.

Mr. Horatio M. Pollock, State Hospital Commission, Albany.

Mr. Henry H. Preston, Suffolk County Probation Officer, Riverhead.

Miss Rebecca Rosenberg, Volunteer Probation Officer, Rochester.

Mr. John T. Rooney, Probation Officer, Special Sessions Court, Brooklyn.

Miss E. Ruskin, Agent, Council of Jewish Women, New York city.

Mr. H. N. Saxton, Chief Examiner, State Civil Service Commission, Albany.

Mr. Arch C. Scoby, Probation Officer, North Tonawanda, N. Y.

Miss Marian D. Shove, Probation Officer, Children's Court, Syracuse.

Miss Ella Josephine Skeahan, Marshal, Reformatory for Women, Bedford Hills.

Hon. Fred B. Skinner, Police Justice, Medina.

Miss Alice C. Smith, Probation Officer, Women's Night Court, New York city.

Mrs. Sarah F. Smith, Probation Officer, Children's Court, Rochester.

Mr. C. A. Smithenson, Haddenfield, N. J.

Mr. N. C. Squires, Probation Officer, Mechanicville.

Mr. Charles Stark, Probation Officer, Dutchess county, Poughkeepsie.

Hon. J. B. M. Stephens, Monroe County Judge, Rochester.

Mrs. Rose E. Thalheimer, Chief Probation Officer, Syracuse.

Mr. John Trembly, Ontario County Probation Officer, Canandaigua.

Mr. Laurence Veiller, Secretary, Committee on Criminal Courts, New York city.

Hon. Frank E. Wade, Vice-President, State Probation Commission, Buffalo.

Miss Hannah H. Walker, Albany.

Mr. Richard A. Wallace, Probation Officer, Auburn.

Mr. Charles H. Warner, Superintendent, Westchester County Society for Prevention Cruelty to Children, Yonkers.

Mr. Howard P. Weir, Probation Officer, New York city.

Mr. Isaac W. Wentworth, Attendance Officer, Albany.

Mr. Daniel J. White, Probation Officer, Children's Court, New York city.

Hon. Charles S. Whitman, Governor of the State of New York, Albany.

Mr. William E. Wiley, Chief Probation Officer, City Court, Buffalo.

Mr. Charles W. Winter, Onondaga County Probation Officer, Syracuse.



SEVENTH ANNUAL CONFERENCE DINNER OF THE STATE ASSOCIATION OF MAGISTRATES, NEW YORK CITY, JAN. 21, 1916.

APPENDIX E

PROCEEDINGS OF THE SEVENTH ANNUAL CONFERENCE OF THE NEW YORK STATE ASSOCIATION OF MAGISTRATES, AT NEW YORK CITY, JANUARY 21, AND 22, 1916

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INTRODUCTION

The Seventh Annual Conference of the New York State Association of Magistrates convened in the Hotel Astor, New York City, on January 21 and 22, 1916. Fifty-two magistrates, representing different cities and villages, together with other persons interested in the problems of the lower courts, attended the meetings. Four sessions were held, including the annual dinner. The papers and discussions were of great interest and value and will be found, slightly abridged, in the proceedings which follow.

The officers and executive committee, elected to serve during the ensuing year, are as follows:

President — Hon. Edward J. Dooley, City Magistrate, Brooklyn.

Vice-President — Hon. Thomas H. Noonan, City Judge, Buffalo.

Secretary and Treasurer — Charles L. Chute, Secretary of the State Probation Commission, Albany.

The other members of the executive committee are as follows:

Hon. George C. Appell, City Judge, Mount Vernon.

Hon. Norman J. Marsh, City Magistrate, New York City.

Hon. Charles C. Chappell, Police Justice, Goshen.

The Conference of Magistrates is an annual event. By bringing together the Judges of the courts throughout the State in which most of the first and lesser offenders are tried, the peculiarly important social and humanitarian as well as legal and administrative problems of these courts are discussed by the judges to whom the community has given these problems for solution. The State Probation Commission, which originally called together the judges, has continuously cooperated with them in arranging these conferences and considers this work one of the most important of its various activities.

PROCEEDINGS OF THE SEVENTH ANNUAL CONFERENCE OF THE NEW YORK STATE ASSOCIATION OF MAGISTRATES

FIRST SESSION

Friday, Afternoon, January 21, 1916

PRESIDENT GEORGE C. APPELL, CITY JUDGE, MOUNT VERNON: I regret to announce that Mayor Mitchel who was to address us at this time has been called to Washington on some important business. Commissioner of Corrections Lewis will address us in his stead.

ADDRESS.

HON. BURDETTE G. LEWIS, COMMISSIONER OF CORRECTIONS, NEW YORK CITY: I regret very much that Mayor Mitchel cannot be present this afternoon with you to welcome you to our great city. Because, as a lawyer, as an investigator, as Commissioner of Accounts, as an administrator and as an appointing officer, he has shown his interest in the work of the poor man's court at every turn.

I am glad, however, to be here to welcome you to the city because I wish to take this opportunity to express the appreciation of our Department for the co-operation which has been given us by the courts, the district attorneys and the Police Department of the City. It isn't an easy thing to work together in this great common problem of handling the delinquents in a great city, but we have been able to put aside the little things and to co-operate to a remarkable degree.

As magistrates, you, of course, are considerably interested in the Police Department of your respective cities and I am sure you cannot be less interested in the Police Department of this great city of ours. When I was in San Francisco at the Exposition the police chiefs of the country asked to see the exhibit of the New York Courts, Department of Correction and Police Department several times, and asked to have the moving pictures of the New York Police Department repeated for them three times so that they could get a clear understanding of the police work of this city.

You will be interested in our work here because it is true that our police department was never in so good condition as it is to-day; that it is working in harmony with the Magistrates' Courts as never before, and that the personnel of the Department was never in better condition and the *esprit de corps* was never so splendid as it is to-day. There are several causes for this; the most telling is perhaps because of the growth within the Department in power and influence of the young men who have been chosen as patrolmen by competitive examinations instead of being chosen along the old lines as the old-timers were. Among the immediate causes, I should enumerate perhaps as first, the fact that the Mayor upon taking office unfettered the police and left them reasonably free to deal with the gangsters and thugs that prowled about the streets by day and night; and second, his persistent refusal to interfere with the detailed administration of the Police Department; and in the third place, I should say, it is due to the excellent judgment shown by the capable and resourceful Police Commissioner of the city in dealing with that force. Never before, so far as many of us can remember, never before, as far as the memory of the inspectors goes, has there been a Police Commissioner who has co-operated with his whole staff as has Commissioner Woods. As soon as he took office he well understood that the thing lacking in police headquarters was co-operation between the men in uniform with the head of the Department and he started to remedy that at once. Every two or three days he has a conference in headquarters where he calls all the officers before him and they discuss their common problems and work out plans for the common welfare of the Department as well as for the development of the work.

As Magistrates, you are undoubtedly interested in experiments that are being made and developments being made with respect to the work in penal institutions as well as the work in the courts. I wish to call your attention to the Indeterminate Sentence and Parole Act which applies to cities of the first class and which has been put into effect in New York City by the appointment by the Mayor of the three citizen members of that Commission who took office on the 28th day of December. The Parole Commission provided by this law consists of five members: — the Commissioner of Correction as president; the Police Commissioner

as a member (both unpaid for this position) and three other persons appointed by the Mayor for terms of two, four and six years respectively, with a provision that their successors shall be appointed by the Mayor for ten years each. This Commission has power to provide conditions under which persons committed to institutions, that is to a reformatory or a workhouse or a penitentiary in cities of the first-class, may be paroled or released from the institution. In the case of Magistrates' Courts, it applies only to the class sometimes denominated "frequent offenders," and in the case of frequent offenders where evidence shows that they have been convicted twice previously of six different offenses within twenty-four months, or three times previously during their life and then the Magistrate must impose an indeterminate sentence not to exceed two years. That is to say, the sentence may run to two years and the term of sentence is to be fixed by the Parole Commission sitting afterward. The law provides that the Magistrate making commitment of these frequent offenders may sit as a member of the Parole Commission to pass upon the eligibility for parole of the person committed to an institution by him, so that there is no clipping of the wings of the Magistrates, as some would say. The only thing done is to change the time of fixing the sentence and likewise making it necessary for a majority vote of the Parole Commission to decide the term instead of the Magistrate fixing the term himself alone while sitting in Court. That doesn't apply to the first or second offenders. The Magistrate is left as free to-day as he ever was in making any disposition in the case of first and second frequency; it is only in the case of frequent offenders that this provision of law operates. You who are acquainted with the congested calendars of the Magistrates' Courts of New York City will appreciate what that means. Here the Judges are burdened with a great number of cases, particularly by a host of frequent offenders who go around the vicious circle of arrest, trial, conviction, sentence, a ride to the workhouse, stay a few days, a ride down the river, a discharge; which routine is followed through again by the police courts, district attorney and probation officers through a vicious circle.

Some fail to appreciate what that means to the institution. A commitment to the institution of these offenders under short terms is practically useless for the reason they are not held long enough

to cure them of disease. Eighty-seven per cent. of the women committed to the workhouse have been shown to have serious blood diseases in positive form. In the case of others, the pickpockets and jostlers, you cannot bring the fear of God into their hearts, if the most you can do is to give them six months. They don't mind being sent to prison provided they can go on the circuit again in the cities of the United States and then winter in New York at the expense of the city. But if a man needs to be held for more than six months and has been convicted several times previously under this Act after a careful scrutiny of his case if it seems necessary he may be held more than six months and the fear of God can be implanted in his heart so he won't return again.

I would like to give you an item or two from the report of our finger-print expert of the workhouse. There were 19,809 persons committed to the workhouse in 1915. Of this number 6,249 had been there three times or more; of this number 9,338 had been at least once before; 3,089 had been there twice before; 1,157, four times; 756, five times; 550, seven times; 437, eight times; 272, ten times; 197, eleven times; and so down, running to one person who had been there thirty-seven times.

Then another report, summary of the annual report, which is very interesting to us, shows that in January there were 28 persons committed to the workhouse twice within the month of January; in March 27 persons were committed twice; April 28; May 25; June 31; July 22; August 20; September 18; October 6; November 14; December 23, were committed twice within that month.

During the year 1915, 242 persons were committed to the workhouse twice within a given month, and eight were there three times within a given month,

One of the most difficult things we have to do is to teach these people how to work and reform them, if possible. It is pretty hard to talk to a man about reforming him if he happens to have gotten six months for the same job the other fellow got ten days for. It is a difficult thing dealing with these fellows because of the lack of uniformity in their sentences. This makes them cynical and gives them a careless attitude toward the officers of the law. You should hear their discussions of the magistrates, of their

peculiarities, how to work them or attempt to work them. They have all the magistrates lined up; they know whether to weep before some or stand in righteous indignation before someone else. It is all worked out and it is a great game.

In discussing this particular phase of the question, I wish to point out that this law makes it possible in our courts and in our Department, working together with the district attorneys, to take up the cases that are serious from the standpoint of human welfare and hold them so that the doctor can have time to do his work or so that the institution can do its work.

Because of the feeling among some labor men, I want to say I have seen very few people who could be taught in three years enough so as to seriously endanger any man in a trade in New York City who was a journeyman. These men haven't the ability to concentrate upon any thing; their hands are not trained; they are not trained in any way. Very few have reached the fifth grade in public schools. Thirty thousand of the eighty thousand in our department last year could neither read nor write, and 50,000 could only read, so you can appreciate what the educational problem is.

Then the discharge day comes. Under the new system it is possible to discharge a prisoner on parole under conditions, so that unless he does his duty, he is put back in the institution as a prisoner, and that is the worst thing that can be done from his point of view.

We put the Police Commissioner on this Commission and I believe it is a good check, just as I believe it is a splendid thing to provide in the more serious offenses that the judge should have an absolute veto as to whether a prisoner should go out again or not on parole. In the General Sessions and County Courts and Supreme Court a man cannot be released from the Penitentiary unless the judge who makes the commitment approves the recommendation of the Parole Commission recommending that re'ease. You can see that this is a great check against any possible political action which may take place with respect to a commission which has the numerous powers that this Commission has.

I want to say a word about the drug evil. I can speak about it from the standpoint of trying to handle the drug addicts within the institution so as to bring about the cure of the victims.

I am glad to say we have gotten the greatest help from the act which Judge Collins drew, which provides in case a man is brought into any of our courts, if the doctor of our institution reports that he is addicted to the use of habit-forming drugs, the Judge can commit him to a charitable or correctional institution or hospital so he may receive treatment there, until the doctor of that institution pronounces him cured. That cure must be, if we can carry it out, a real cure, not putting a man through treatment for ten or twelve days and then releasing him in worse condition than he was before. The magistrate may make a commitment to Bellevue or some other hospital and then the man may be brought back and sent to the Warwick Farm Colony in the country. If you see these men who have been dragged down through the influence of drugs, as you do, and realize how weak they are in body and mind, how this drug has affected the lungs and made many incipient tuberculosis cases, you will appreciate that this medical treatment is only the beginning, and it is necessary to make provision for them to be held for treatment. Dr. McGuise in the Tombs, and other physicians, feel that frequently it will take one year's time to carry through the work that should be done in giving them the treatment, opportunity for rehabilitation and then release on parole.

When Judge Collins became a judge of Special Sessions he was appalled by the seriousness of this problem. I think anyone who looks into the criminal field will be appalled by the seriousness of this awful drug traffic which makes criminal of young men who cannot earn enough to supply themselves with these drugs and who are able to secure the drug only by petty and grand larceny. The second week after Commissioner Davis and I took office in 1913 we found in our district prisons 27 drug addicts held under different charges and all but three were under nineteen. On investigation we found every one was there for stealing something which they could sell to buy drugs with. Then we asked them how they began to use drugs. Some said they went to a "sniffing" party in the Bronx; this party was held every night in a certain section and when young people came to dance, after working all day and being tired, about eleven o'clock someone would come along and say, "Sniff this, and you can dance until

three and feel fine," and then they soon had the habit fastened upon them. Others said, they were working in a box factory and the man on the work next to them would say, "If you get tired at three o'clock, take one of these and it will make you feel fine until the whistle blows at five o'clock." Every other conceivable inducement was held out. We have had the cooperation of the Police Department, the Magistrates' Courts, the Court of Special Sessions particularly, and the District Attorney's influence, in working this problem out. We found we had a great consumption of drugs within our own institutions and some few — I am glad to say only a few — of our own employees were smuggling it in and it became necessary to remove those members of our staff. Our resident physician in the workhouse was convicted and he is now serving a term in Sing Sing. Some few of our keepers were convicted before it was possible to scare them out. All told there were seventeen of these employees of our Department and Charities Department convicted.

Another thing was the smuggling of the drugs into the institution by friends and confederates. We found these drugs were being smuggled in the food for the use of those who were awaiting trial, so it became necessary to shut out food and establish a commissary restaurant in our various detention prisons where the men could buy their food.

You, of course, will be more interested in the results. I am sure that the work done in our institutions by the doctors and in the Health Department hospitals has helped to check this evil to a great extent. The city is just appropriating \$100,000 to build new buildings on Warwick Inebriate Farm, so that those who are unfortunate enough to get in the clutches of the law may be sent there for treatment. Every day almost there is someone coming to me asking to be committed to the workhouse to get treatment. We have a treatment — not a cure. Dr. Bishop of our visiting staff had a hunch one day and that hunch was that drug addiction was a disease and that it was to be treated as a disease and not a habit. He is still working on it, and says each case must be dealt with upon its merits. He has worked out a plan of procedure. They get the kind of diagnosis they would get for typhoid or any other disease. He has been very successful. In large part

the chief merit of his cure, if we call it a cure at all, is that the patient doesn't have to go through the excruciating agony of the period of treatment that he has to go through in the case of many of the other treatments. They say themselves that this treatment is harmless and painless and that they never realize they are going through the period of suffering, but if you were to see the raving maniacs we have while going through *some* cures you would see the difference. The drug users themselves tell me that the chief merit of the workhouse treatment lies in the fact that when they step out of the institution there isn't present in their mind that horrible experience which they have gone through, which brings back the fact that they formerly used drugs, a haunting fear which leads right back to the drug. If they have none of that agony to go through and none of that experience to recur to, it is much easier for them to make their way.

Under the terms of this Indeterminate Sentence Law instead of the man being discharged from the Penitentiary he can go on parole and our parole officers and Police Department can work with him and help him get a job and keep it, and he will have hanging over him the danger of going back to the institution as against the too prevalent practice of having no one meet him at the dock except the old friends to catch him if he used drugs in order to make him an agent again. They fill him with the drugs the first night when he is reacting from the prison discipline and control which has been removed, and of course if he goes back the first night, it is a pretty sure thing he is going to stay back. Under the new law he has the parole officer to meet him and he must have a home before he can be released. It is the business of the institution to make him fit for the job and the business of the parole officer to see that he stays in the job and that the outside agencies, the Big Brothers, the Prison Association and all these other agencies, help him. We have an opportunity to do a great piece of work in the city if we can keep our heads and hearts together. We hope the Police Commissioner on the Parole Commission and the judges will be sufficient to keep us from getting too soft. Hereafter the city will utilize the information gained while these men are in the custody of the different institutions. We have thrown that experience away hitherto and the information gathered by our keepers hasn't been utilized. Now it must

be utilized; we cannot get on otherwise, and we are hopeful that as a result, we can cope effectively with some of the serious situations we have had to meet. The immediate effect has been to drive the pickpockets out of the city and likewise the vagrants. The women of the streets have gone to Philadelphia and now they are going to Cleveland. I hope they will stay somewhere else except around here, because it costs \$24 to give them four treatments of 606, which is the only thing that will begin to cope with the ravages of blood diseases.

PRESIDENT'S ADDRESS

PRESIDENT APPELL: If you will read the Preamble of our By-Laws, you will notice these words: "The New York State Association of Magistrates is formed to promote an interchange of ideas and experiences concerning the work of courts of inferior jurisdiction and children's courts; to develop a consensus of opinion as to the wisest methods and most desirable improvements in such courts, and to promote appropriate legislation." If any organization has lived up to its preamble I think it may be said with great truth that our organization has attempted to live up to its during the past year.

I believe it is within the province of the President to give some general cursory idea of what the organization has intended or has actually accomplished during the past year, that is to say, from the date of our last convention. As you recall, after the most interesting sessions last January in Albany, several important committees were appointed, chief among which I think was the Committee on the Constitutional Convention which has been so ably headed by Judge Noonan of Buffalo. We had intended to appear before the various committees in the Constitutional Convention and to seriously advocate the institution or inauguration of several important matters. Judge Noonan deserves our commendation for the unselfish work which he has done on this committee. He was mainly instrumental in the preparation of the printed brief advocating the changes and reforms which we wish incorporated in the Constitution of this State. This brief was sent to all the magistrates last year and it was spoken on very urgently by Judge Noonan and some others of us before the

various committees of the Constitutional Convention. Of the eight Constitutional amendments endorsed by your committee, two were actually adopted, although in modified form, by the Constitutional Convention, but, as you know, they went into the scrap heap last November. However, I don't think we should let our work in that connection rest. I believe it to be our duty now to take up those reforms which we have been talking about and to attempt to secure by legislation some, if not all, of the measures which we sought to have adopted. I think before the close of this convention we should appoint a committee to take up with the Legislature some of the more urgent reforms which we have advocated. While Judge Noonan did possibly nine-tenths of the work of this committee, some of us met with him on June 30th at Albany. Besides myself, there was present at that time Judges Dooley, Byrne, Noonan, Brady, Chappell and Bryan. We also appeared before the Judiciary Committee of the Convention and while treated very courteously, we did not have the success which it seemed our ideas warranted. I would like to talk further on the question of the uniformity of jurisdiction which we have discussed on one or two past occasions, but I feel Judge Noonan will take that up in the report of his committee and I will leave that for him to discuss.

One of the pleasantest trips which has ever been my pleasure to make was made last month. I had made a resolve last year that there should be a closer union of the various magistrates in the State and that, if possible, a greater interest should be instilled in this work; that the Association should have an enlarged membership; that the attendance at the convention should be from all over the State instead of a few districts. So in conformity with that plan, I made what I termed a tour of official visits last month, taking in eight or nine principal cities, and there discussed with the judges various problems which we meet, and also took it upon myself to appoint each one a committee of one to be a missionary for the good of this convention which we are now here attending. This "official visit" trip I believe to be productive of great good and I am going to strongly recommend to my successors in office that they continue the practice. The more time, thought and energy our officers give to the Association, the more important and effective will it become.

And this convention is general today. We have representatives from Niagara Falls, Buffalo, Rochester, Syracuse, Utica, Albany, Newburgh, Hudson, Binghamton, and other cities. I hope that at the dinner tonight the interest in our Association will be evidenced by even a larger attendance than we have here today. I, of course, realize that many of the metropolitan judges are busy with their work today, but we hope to see them tonight.

I wish to express my deep appreciation to the officers (and especially our Secretary, Mr. Chute) and committees for the earnest and faithful support given me during my administration; that assistance has made possible this fine gathering. I now declare this conference open for the transaction of business.

THE TREATMENT OF CASES OF PROSTITUTION

HON. NORMAN J. MARSH, CITY MAGISTRATE, NEW YORK CITY: I should hesitate to talk on this subject, except for the statement of the chairman that this is a discussion and that I am simply to open it. What I say will be more a text than a sermon, more a question than an answer.

Perhaps in speaking on the subject at all, I might try to confine myself at first to the wording of the subject: the treatment of cases of prostitution in New York City. What do we actually do? You have read Mr. Flexner's great book, and other works on the same subject, and they teach us that the question of prostitution is a different question for every locality. In a city of 30,000 it is one thing, and in a town of 5,000 it is another. In a city of upwards of five millions, it is still another question.

In this city a woman is seen upon the streets or in a tenement house by a police officer. He watches her, perhaps follows her; perhaps has some conversation with persons with whom he has seen her speak, and he makes up his mind that there has been a violation of the law,—the law against soliciting, loitering, keeping a disorderly house, or a violation of the tenement house law,—and he arrests her and takes her at once to the station house. That in a sense is her first trial. At the station house she is arraigned before the lieutenant at the desk; there the officer tells what he has seen and heard and what he knows about this woman; and there she makes a defense, if she pleases, denies it, or explains

it. The lieutenant has the power to let her go, to overrule the officer. That, in a way, is her second trial. If the lieutenant thinks there is a case, and the Night Court is still in session, she is sent immediately to the Night Court. If she comes down to the Night Court for Women, her case is taken to the complaint room. There we have men, able and conscientious, of great experience, with a practical knowledge of the law and the work of the court. They hear the officer's statement, and if they decide that a violation has been made out then the complaint is taken. If they decide there has been no offense committed, or are uncertain as to what the charge should be, the facts are submitted to the judge for his opinion. That, in a way, is her third trial. Then she comes up before the judge, and she is then warned of her rights — her right to adjournment, to get counsel, to communicate with her relatives and friends; and this is impressed upon her. We let her understand this is only a beginning. "Don't you want to see your friends now," we ask her. If she decides on an adjournment, it goes over until the next night. Now she comes in on the next night. In the meantime, she has had every opportunity to get bail; first at the station house, and then at the court; and she comes up for trial. The officer is sworn; all the preliminaries are observed. The officer tells his story; he is cross-examined; he calls any witnesses he may have; and then the defendant is asked to speak. If she appears by counsel or not — very often she has no counsel, but many times she has very able counsel — everything is done to help her; she tells her story and is cross-examined; if by the magistrate, very gently. It is a hard thing to be the judge, the district attorney, the attorney for the defendant, and the jury, at the same time, and the questions asked by the judge are only questions to help her along and get at the story. If we began to cross-examine her as you would in a negligence case, if you were an attorney for the defendant, I think we would soon get into trouble. So she tells her story with what help she can get from the judge.

Then comes the decision. That makes her fourth trial. If she is found guilty she is taken to the finger-print bureau in an adjoining room, and in about ten minutes she comes out before the judge again with the report. If she has never been there before, the paper will show, "No previous record," and you

know exactly what to do. Without waste of time, she is sent to the probation officer, a most intelligent, industrious, faithful, devoted and experienced woman, who has helped hundred of girls and given them a new start. She talks with the probation officer, who tries to get the names of father, mother, sister or husband. "Who can help you?" "Whom do you want to send for?" Perhaps the girl will not give any information the first night. In that case she goes back to the judge and is remanded for forty-eight hours. During that time someone arrives — husband, father, mother — and the story is all gone over with the probation officer and the girl comes up for sentence. Then with what help you can get from the probation officer, you determine the sentence. With such a system, there is little chance for a mistake.

If she is a first offender, almost invariably she is put on probation for three months or six months. During that time she reports once a week, once in two weeks — whatever the probation officer requires. In New York City, we are happy in this, that we can get positive help for her — not advice, but money, help that will keep her until she can adjust herself again to circumstances. She can be taken to any one of several homes, and kept with her consent for a week or a month, and they will try to get her help and employment, study the situation from which she came, the housing, the home life, early history — all those things; and with that help she gets along through her probationary period. The number who fail, for whom probation is revoked, is very small. Certainly 90 per cent. finish in good shape. We impose no fines. It is either probation, commitment to an institution, or a work-house sentence. Of those who finish their probation well, occasionally some come back, not very many; but if they go on and behave themselves for a year or two years, there has been a distinct gain. These cases I have spoken of are for loitering and soliciting.

If she is a second offender, then it is for the judge to say what to do. There is no reason why he should not put her on probation again, especially if a period of a year has elapsed since the last conviction. If she has been arrested and convicted several times, then it is another problem. We try to send her to one of the institutions — the House of the Good Shepherd, the Magdalene Home,

the House of Mercy; and there she is taken care of and taught and helped; and after a little while, if she shows improvement, the law says, that upon the petition of the head of the house and the consent of the magistrate, she can be released. She may go also to Bedford, the State Reformatory, where she can be taught some gainful occupation.

If it happens to be a violation of the Tenement House Act,—that is if the same thing that we have been considering as occurring on the street occurs in a tenement house,—then we are limited in the disposition of the case. We must not suspend sentence, even for the first offense. We must not put her on probation, even for the first offence. I think that is a mistake. We ought to have the same power with the first offender whether the offense is a violation of the Tenement House Law or not. But if it is an ordinary case and the defendant is young, we can send her to one of these institutions I have named, and after a little while she can be taken out, if her future is provided for. You gentlemen, as lawyers who have made an application at the Governor's office for a pardon, know that Governor Odell or Governor Black would say, "What are you going to do with him when you get him out?" Now an answer is necessary here. What are you going to do with the girl when she is set free?

Another thing that can be done for the first offender is to send her to the workhouse for one day, and that one day expires at one o'clock that night. Again, the case can be adjourned from time to time. In the meantime, she can be paroled and supervised.

But the purpose of the law which says you shall not put on probation or suspend sentence in a tenement house case, is good. The reason, of course, is obvious. We live here in New York City largely in tenement houses. The men who have a piece of ground around their houses are few and far between. The law is for your protection as a citizen. If you take your wife and children into a tenement, you want to be sure your neighbor isn't keeping a disorderly house. In the tenement house cases, we impose severe sentences. But as to the first offenders, I think we might be given a little more leeway.

Now, as to the work of the Night Court for Women. In 1912, the whole number of cases disposed of was 6,495. Of those, 4,440 were cases of prostitution; the remainder, disorderly conduct,

breach of the peace and the like. In 1913, 6,134 total, and of those, 2,898 were cases of prostitution. In 1914, the total was 6,506, and of those 3,000 were cases of prostitution. All the work of the court is done by four judges. This insures reasonable uniformity of treatment.

I suppose I shall find an echo of assent when I say our work as judges would be of very much less importance than it is, if it were not for the system of probation, this helpful idea, this saying to a man or woman, boy or girl, "Now, forget the past. This is the 21st day of January; start anew tomorrow on the 22nd, and we will help you — not with advice alone, but with money, with work, with encouragement." These probation officers are assigned; they follow people up; they keep control of them, and while the public may think if you put someone on probation there is no punishment in that, yet it is a limited confinement; they cannot go away — they do disappear, of course, but it is a negligible quantity, those who disappear.

In speaking of the work being done here, let me say that the treatment of cases of prostitution in New York City is the result of the best thought of devoted, earnest, intelligent men and women, expressed in statutes, and worked out through the agency of the Magistrates' Court. I believe the underlying idea is what Blackstone said many years ago: "The highest function of a criminal law, is to make it hard to do wrong and easy to do right."

You remember in the Bible Solomon says — and he was said to be a wise man — "There be three things that are too wonderful for me, yea, four which I know not: the way of an eagle in the air; the way of a serpent upon a rock; the way of a ship in the midst of the sea; and the way of a man with a maid."

Going back to Mosaic times, you will find they recognized the presence and evil of prostitution, which they seemed to think was entirely necessary; and Moses, the great law-giver, never did anything to suppress prostitution as an institution, to stop it; but he did everything he could to protect his own people. So you will read they imported for that purpose, women from other tribes and peoples. Those women were prostitutes, and they set up their tents and booths along the highways outside the cities, and there they plied their trade unmolested. Hence the strange woman!

Now, what must be our attitude as judges, on the question of prostitution? How must we look at it? You have read, as I have Lecky's great work, *The History of European Morals*. How he points to the prostitute and calls her the saddest figure in history, the priestess of chastity, how she has taken all the evil upon herself so that others, her sisters, might go free.

Then there is the doctrine of *laissez faire* — let well enough alone. Prostitution they say was widespread at the time of Moses; it was here when Lincoln freed the slaves; it will be here when we are all gone. It is a bad thing, of course, but you can't get rid of it. You will only make matters worse by stirring them up. Plato was a wise old Greek, and when he forecast an ideal state, the Republic, that you studied about in school, he pictured a people among whom slavery was the normal condition of the great majority. But slavery has been abolished, except in remote corners of the earth.

As I understand it, the attitude of these men and women of whom I have spoken, and the attitude of the writers since 1905, the attitude of the people who have done more to help the situation in the last ten years than had been done in any five hundred years before, is this: that prostitution is an unqualified evil. I am not going to depict the horrors of an institution which you know better than I do, but here are two things which appeal to me. Here are two things which make everyone sit up and take notice; two things that you cannot explain or laugh away, and which prevent you from looking upon your neighbor's trouble with entire complacency. You heard Commissioner Lewis say here this afternoon in his address, that of those women who went to the workhouse, 87 per cent. were diseased. I asked him afterwards what he meant, and he said he meant syphilis. Eighty-seven per cent. — that is pretty nearly nine out of ten afflicted with syphilis. Now, it seems to be a fact that if a prostitute starts in at sixteen or eighteen years of age, she gets these infectious venereal diseases and throws them off sometimes, and as she gets older she may become almost immune; but if she becomes immune she is still a common carrier of disease. You may call her not a common prostitute, but a common carrier; and she infects men and those men carry it out to all the quarters of the earth. Eighty-seven

per cent. of them diseased, all of them distributors of disease. Now the facts are simply appalling. We take the greatest precautions to guard against scarlet fever, smallpox, diphtheria, but nothing is done to guard against syphilis — more deadly than any — because you mustn't talk about it. It is mysterious, only spoken of in whispers. When we begin to talk out loud, something is going to happen. People die by the thousands of syphilis, and their deaths are disguised as paralysis, some form of cerebral or spinal trouble, or heart disease. Its victims fill the grave-yards and the lunatic asylums, and its poison is passed along from generation to generation.

The other proposition that appeals to me, to which there seems to be no answer, is this: I told you that in 1912, 4,440 prostitutes passed through this Night Court at the corner of 10th street and Sixth avenue. Nobody knows how many prostitutes there are in the City of New York, or in Philadelphia, or Boston, or Chicago, or New Orleans, or San Francisco; but they work it out in Europe like this: In Hamburg, Paris, Berlin, Brussels and other places where they have some system of regulating prostitution, where the women engaged in the business are supposed to be licensed and numbered, and are supposed to report for medical examination, they estimate that the whole number of prostitutes is eight times the number inscribed. For instance, if there are three thousand on the police books, there are twenty-four thousand engaged either regularly or occasionally. State license is no remedy at all, and regulation does not regulate. If you have four thousand prostitutes arraigned in court, you must have at least twenty thousand throughout the city. The same is true of these other American cities I have named.

Now, the life of a prostitute is about six years. It used to be said three, four or five, but six or seven is nearer the truth. That doesn't mean she dies, but after that she disappears. Some die; some marry; some reform completely and take up gainful occupations; but they disappear from the streets of the city, no longer work as prostitutes. The number of prostitutes doing business is pretty nearly stationary; more or less, but practically the same number, in all these American cities. With this great quantity disappearing, how do you maintain the business? It is kept up

by a fresh supply of new girls every year; young girls, more or less innocent girls, all ignorant of what is before them, lured into it by lies, false promises, hopes of a life of ease, perhaps driven into it by economic conditions. Any way, they are there. Who is going to supply the thousands of new girls for 1916? The new ones for 1917? Where are they to come from? Do you know of any family willing to supply one? And thousands are needed. Ask some man to permit some woman intimately connected with his own family to join this oldest of the professions, which he will tell you is quite necessary and always existed, and he will froth at the mouth with rage. That harks back to the old times; bring in the foreigner and strange woman, but don't take ours!

In the old countries they figure it out that the supply comes mainly from the working classes, from the unfortunate, the ignorant and mentally deficient. Where are they to come from in America? You are confronted with these two propositions: What are you going to say about this spread of an infectious, loathsome and deadly disease? What are we to do about this fresh supply of young and innocent girls? It harks back to the question of democracy. Have we any subject races from whom we can get the supply? It harks back to that other Bible story where Mordecai went to Queen Esther and asked her to intercede for her people with the King,—“Think not, O Queen Esther, that this evil shall come upon thy people and thou alone escape.” Think not that this thing can go on without hurting you and the whole American people.

The aim of the law is not to suppress immorality, not to destroy vice as vice, but simply to put down and destroy organized vice, commercialized vice; this thing called prostitution, which is a man's business, carried on by men; the pimp, the procurer, the owner of the disorderly house are all men; the women are victims, mere merchandise, the raw product of the business. In their lives they are unhappy and wretched, robbed of their earnings by their masters and the public, and kicked and cuffed about the world to die at last in jail or hospital. It is against this thing that civilization has set its face. The normal relations of men and women do not enter into this question at all. There is no question of personal liberty here. Prostitution has no more relation to the normal passions of adult men and women than the sewers of this

city have to the trout streams of the Adirondacks. Prostitution is a sham and a fraud! It promises what it never delivers. It is a mere pretense, and these girls are brought into it either by force or under false representations.

The only attitude we can take, then, is that which views it as wholly evil, and demands its complete suppression. Like Emerson, let us hitch our wagon to a star. The business of exploiting women for money in great cities must come to an end. It is a city problem. In the country it is almost negligible. It grows up where great numbers of men congregate.

We didn't make the laws; the police didn't make the laws. We only execute the laws in a spirit of fairness, a spirit of kindness, having in mind the welfare of the individual and the community, and having in mind that this thing is a menace to the family, to the community, to the state and to the nation.

HON. WILLIS K. GILLETTE, POLICE JUSTICE, ROCHESTER: Perhaps I was assigned to this subject for the reason that I come from a city of the first class, so called, because in cities of the first class we have some phenomena that scarcely could be denominated as first class things, and as has been indicated by the previous speaker, these things are more abundant in large cities.

The statistics of 1900 show that in Berlin there were 142 prostitutes to every thousand of population. In countries of Continental Europe, which is a far older civilization than ours, it has been the custom to treat this vice as a necessary evil, to regulate or license it. Those who discuss this subject are divided into these two parts, those who believe in regulation and those who believe in abolition. All agree as to the mischief due to prostitution, as to the difficulty of suppressing it and as to the unwisdom of allowing it to flourish rampant. The abolitionists insist, however, that regulation fails to achieve its purpose; worse still as they argue, the moment prostitution is accepted, provided it submits to certain rules, the State is placed in the position of authorizing, legalizing, or privileging the practice of vice.

The regulationists claim that the privileges conferred do not embody the license to do an immoral and illegal thing, but merely involve common sense acceptance of the inevitable. The abolitionists retort that, verbal quibbles to the contrary notwithstanding, regulation is a compact with vice. Regulation, it is claimed, is

necessary to the preservation of order, and promotes the public health.

The regulationists endeavor to handle prostitution by inducing it to submit to certain rules; they urge as a fact that prostitution exists, is a social pest and cannot be summarily wiped out, and some claim it to be a necessary evil in large communities, something, however, will be gained for decency, health and order, if the evil can be forced to conform to conditions laid down by the police authorities. This is largely the European policy where they, believing that it is a necessary evil in large communities, try to subject it to police surveillance by inscribing these women; that is the method of registration where certain police regulations can be imposed upon them, such as prohibiting soliciting on the streets, from windows and apartments, prohibiting them from walking in certain localities, compelling them to submit to medical examinations and treatment, at certain intervals, which are supposed at least in a measure to prevent the spread of venereal disease. It is doubtful, however, if it even serves this end, because these medical examinations give to young and inexperienced men an idea of safety, which is unwarranted for the reason that these examinations are made so hurriedly and inadequately, and even if thoroughly made they form no real safeguard. For example: A woman examined medically to-day might show no positive signs of venereal disease or infection of any kind, and yet at the time or within one hour she might be infected with syphilis and this disease would not manifest itself for two or three days. During the following two or three days she would be in a condition to infect others; and if eight or ten days elapsed before a medical examination was made, she might infect 100 men in the interim, because she would possibly entertain not less than ten men during a period of twenty-four hours. Therefore these medical examinations give a false sense of security to the men who patronize these people.

Another disadvantage of attempted regulation of this class is the complaint that it creates a compact with vice and leads to a disrespect for the enforcement of law, that it makes the enforcement of the excise law and other laws more difficult, and it leads to graft on the part of officials and generally to the corruption of

the police force. An attempted and what often amounts to a successful blackmail is accomplished by police regulation, which gives rise to utter disregard of law enforcement.

In European countries "Bordells" commonly called sporting houses here, are permitted to exist, but advanced thought in this country and elsewhere is against the existence of these institutions. It has been claimed that if you abolish these institutions, you simply spread the evil to the residential and other districts of the city. That it is a necessary evil in large cities; and that our wives and sisters, dear to us, would not be safe on the streets were it not for these places of public prostitution where a man can satisfy his passions.

Assuredly the economic burden imposed upon society by prostitution is comparable with that due to standing armies, war or pestilence. The unproductiveness of this army of women should be transformed to a constructive and productive force. The waste and expenditure for alcohol, gifts and demoralizing amusements, and the long score chargeable to venereal diseases, viz., insanity, paresis, locomotor ataxia, blindness, epilepsy, etc., are strong arguments in favor of the abolition of this vice, to say nothing of the hundreds of cases where disease is acquired innocently, as through use of towels, through heredity and in other ways. You will find that many of our hospitals and asylums are filled with the victims of this dread disease which culminates in paresis and insanity, and a large percentage of the blindness of infants is due to gonorrhoeal infection. Doctors regard this matter of so much importance that in nearly every case of child birth a drop of nitrate of silver is dropped in the infant's eye to prevent this gonorrhoeal infection.

We are forced to admit, however, that this vice can never be totally eradicated or suppressed. We appreciate that social and economic conditions are such that young men cannot marry at an early age, which gives rise to part of the demand for illicit sexual intercourse; and that this sexual impulse is a primary desire implanted by the Deity in the breast of man even as forceful as thirst or hunger. The best we can do is to repress it as far as possible. We contend that the attitude of Europe in trying to regulate and license it is not the best plan. We should hit this

vice and hit it hard and cooperate with the police in repressing it, as far as possible.

We have had some experience in Rochester in this matter of segregation of prostitution. In 1912 our progressive chief of police essayed to eradicate the segregated districts, so called. Some of you have had similar experiences in other cities. Syracuse has abolished the red-light district, and it was argued there that it was an unwise thing to do. Our police chief contended that he thought it would reduce crime and he thought that district was responsible for a large proportion of crimes existing in Rochester. This attitude has been justified by the results which have been achieved since, because crime has decreased since 1912 in Rochester. Some of the young men who frequented those places would commit crimes in order to get the money to go there. We do not contend that prostitution is absolutely at an end in the city of Rochester. What we claim is that public, commercialized prostitution exists there no more. Clandestine prostitution probably always will exist in a city of 250,000 or more. That is continually cropping out in different residential districts, but we have only about four cases a month where people are arrested for conducting and frequenting disorderly houses.

In cases of people addicted to this vice, they are largely recruited from the lower classes and from among the younger members of society, girls between sixteen and twenty-one, before reaching their majority. When those cases are brought before me for the first time they are always subjected to a physical examination by our police surgeon and if found infected they are sent to our municipal or county hospital for treatment. The treatment there I assume is perhaps inadequate, but when they are treated sufficiently to render them not likely to communicate the disease they are discharged with instructions how to continue the treatment, and if it is the first offense they are paroled to the woman probation officer. We have one who is a most earnest young woman with a sympathetic heart and purposeful soul and energetic body; she goes into the homes and tries to remedy the conditions, watching over them with a motherly care and interest. She seeks to surround them with religious influences. We have come to the conclusion that there is nothing short of a miracle that will reform

many of them, and if there is anything that can save them it is surrounding them with religious and refining associations and influences in order to lead their minds away from their sordid modes of living. Young girls should be kept in more at night and required to dress more modestly. Sometimes we send them to St. Ann's Home and to other institutions. We have the right to commit to Albion but only in cases of prostitutes who have repeated several times and where they look to us to be hopeless and also diseased, do we do so.

As I have contended before, I don't believe in the segregated district. This district in Rochester was located on Hill street. On one side was the Erie Canal and the other side the New York Central tracks, no residences; away from the residential district, isolated and where it would be the least offensive of any location that could be selected. At the same time the Chief felt it was an immoral influence, and Rochester is better off without that district. We are doing our best to repress prostitution wherever we can. To that end, the Chief has been visiting and abolishing the dance halls, concert halls, and ladies' sitting rooms are not permitted to have stalls or curtains. We are trying to bring about a rational management of the drink and amusement traffic. A compromise with this vice causes disrespect for law. It is easier to enforce excise laws where prostitution is repressed.

Perhaps we need different reformatories for women of this kind. I am greatly in favor of these young offenders having proper probation officers who can lead them to see the error of their ways; get their feet planted on more solid ground; surrounded with better educational and moral influences. That, to my mind, is the chief hope for these people.

HON. JOHN J. BRADY, POLICE JUSTICE, ALBANY: I was wondering whether or not if we had something like uniformity of law so far as the State is concerned on this particular subject whether we up the State would not be placed in a better position to deal with this very important question than we now find ourselves. Of course, we all know the difficulty in convicting a woman of solicitation on the streets. We have all gone beyond the point where we will attempt to convict her of being a vagrant, because

she is a common prostitute, except in rare cases where we have in hand sufficient evidence; but usually this offense is one which when committed is committed under such circumstances that it is a difficult proposition for the magistrate to contend with. He simply has the testimony of the police officer and very seldom that police officer even in his complaint makes sufficient statement of fact as to really constitute a complaint. We up the State have the general statutes to refer to, particularly the sections in the Penal Law and in the Code, and I find that we have perhaps the best opportunity offered us to formulate a complaint for street soliciting under section 720 of the Penal Law,—annoying or interfering with people on the public streets. These complaints made in our city have been sustained by the upper court.

I believe that one of the means of sustaining prostitution is the maintenance on the part of those who are in the business only from a commercial point of view of concert halls or meeting places. This kind of place produces a class of women who are found on the streets. I believe that in our various cities if such places were to be eradicated, and if the law was to go after those who maintain them, we would remove one cause for bringing forth this great number of young women that Judge Marsh has referred to which must necessarily fill the gap each year, which has been made as a result of the older ones dying.

THE USE OF THE SUSPENDED SENTENCE AND PROBATION FOR ADULTS.

HON. ALEXANDER H. GEISMAR, CITY MAGISTRATE, BROOKLYN: Precision requires, of course, sufficient preliminary definition of the terms used in the title so as to prevent confusion of thought with respect to their meanings in this short paper. In the New York courts, suspension of sentence means suspension of the imposition of sentence. It may also mean, suspension of the execution of a sentence specifically imposed, whether of fine or imprisonment. Under the provisions of section 483, subdivision One of the Code of Criminal Procedure, suspension of the imposition of sentence in the New York superior criminal courts may be accompanied by an order placing the defendant upon probation. Therefore in these courts, probation is merely an incident of the suspension

of sentence. Probation has been tersely defined as a judicial dealing with a convicted person without sentence and as a substitute therefor. The well known section 11-a of the Code of Criminal Procedure is the general charter conferring upon our courts the statutory power to put into effect a system of probation. But here must be noted an important distinction which applies only to the Magistrates' Courts of New York City. By a comparatively recent amendment contained in section 88, subdivision six of the Inferior Criminal Courts Act, reading as follows: "the magistrate may suspend sentence or place such person on probation,"—it would seem clear that in these courts suspension of sentence is not a prerequisite to probation but that the two belong to entirely different and distinct categories. Probation in these courts is to be regarded then as a substitute for sentence or indeed, as some think, a sentence in itself. I mention this point because some of us seem as yet not to have been able to get out of the habit of indorsing upon the papers the now obsolete formula, "sentence suspended *and* placed on probation," which is, to say the least, inaccurate.

In this necessarily brief treatment of these two subjects, firstly, probation and secondly, suspension of sentence, I shall try to avoid as much as I can traversing the same ground that has been travelled over so often, with the hope of laying stress only on what seem to me some of the really important factors that should challenge our earnest consideration. Our point of view is that of the man on the bench. These two finely humanitarian devices, suspension of sentence and probation, first extensively used in American courts and adopted from them by foreign courts and legislatures, have now been in existence and utilized for so long a time that they surely have passed beyond the merely sentimental or even the experimental stage. The time is ripe for careful, systematic study based upon data scientifically collected and sifted.

As to probation the most essential point to be stressed by the judge on the bench is that he is the moving spirit in a drama which is not one of mere sentiment or of soft humanitarianism but one which follows fixed rules and established principles. Our system of probation may not yet be a science or even an art, but we are hopeful of the time when it will be developed to this high

dignity. Certainly the first, if not the chief, instrumentality to bring about this great development is the main body of the judiciary which shall establish the value of recognized rules by applying them and lead the way to the discovery of greater and better principles by the exercise of thought and care. The hope of the growth of a system of probation as an approved science need not create the fear that this will mean the banishment of sentiment and the death of the spirit in an impenetrable encasement of heartless laws and rules of thumb. Always will there be present the personal equation bulking large in the particular personality of the defendant before you, for whose individual needs hard and fast rules must be mitigated or even broken. But it does mean this, that the objectionable personal equation which is often but too much in evidence, namely, the personality of the judge, his peculiarities, prejudices and idiosyncracies shall be repressed as closely as may be to the point of extinction in determining upon the sentence and the conditions of probation.

I read in a report of a county probation officer that rural justices of the peace have repeatedly refused to place on probation persons who were neighbors of theirs, because they happened to have been well acquainted with them. One justice is reported to have said, 'If I put this defendant on probation, he will have it in for me; he will come around and set fire to my barns.' Another one when asked to place a certain person on probation answered, "I wanted to put him on probation but I shall fine him twenty-five dollars; everybody around here has dared me to fine him and I am going to take the dare." Of course these extreme cases of caprice may not find any counterpart in the metropolitan centers and are cited merely as broad illustrations of an attitude of mind which is by far too subjective. I believe most of our judges are trying earnestly to learn the art of objectivating each case so as to determine exclusively the treatment most beneficial to each particular defendant and entirely apart from all whimsical or personal considerations. Uncompromising objectivity is the one attitude of the judicial mind which will lead most fruitfully to the result that probation may grow into and be regarded as a dignified, scientific procedure.

Not least also among the ancient idols, and one of the most

persistent, the influence of which must imperatively be thrust out of the judge's mind, is this, that probation like the sentences prescribed in the Penal Law still looks to the offense. Once probation be decreed, the court shall see before it the offender and no longer the offense excepting in so far as the latter is a guide and index to the defendant's shortcomings which are to be corrected. We have all known convicted felons whose hearts were softer, whose characters were more malleable and whose minds more amenable to reformatory influences than even a so-called first offender convicted only as "drunk and disorderly." Most of us are probably convinced that no Legislature should interfere with the free play of judicial discretion, as for instance by laying down an invariable rule that all first offenders shall be placed on probation. Every one of us has had experience with first offenders who, upon investigation, have been found to have so elaborate a history of moral delinquency that to treat them as first offenders would make a travesty of justice. It was such a one who upon being asked, "How often have you been convicted before," replied proudly, "I am a first offender; I have never been convicted before." To whom the judge said, "you mean you have never been caught before."

Again without entering into a needless discussion as to the metaphysics of punishment, we must never forget that one function of the court is that of social defense against crime. Professor Albert Kocourek of Northwestern University in a well considered paper on this point, says, "The probation system is a difficult field of thought now still ruled by confused theories of the proper function of criminal justice. It is inspired no doubt by a laudable thought but historically it is entirely at variance with the legal evolution of all developed societies. * * * It tends to make a victim of the person injured in favor of the wrong-doer. * * * It seems hard to take away from this part of society this armor of protection in order to perform an experiment on its enemies. * * * We may therefore conclude that the probation principle as a visitorial expedient which leaves the offender in his normal surroundings as a productive unit of society under the direct tutelage of the State is a valuable invention provided that the probation system does not for the purpose of

reforming the offender, inflict an evil on the person injured and does not by its leniency encourage the commission of crimes."

In short, the judge must still keep in mind that whatever be the excuses in behalf of the defendant or his needs from the social humanitarian point of view, the case may still be one in which punishment must be inflicted for its deterrent, expiatory or retributive value. In some cases of this character the Legislature has given statutory recognition to this principle by forbidding probation or by peremptory enactment imposing a fixed penalty within a sliding scale. Judge Marsh has instanced such a case in citing our well-known Section 150 of the Tenement House Law. Other examples are to be found in many statutes defining *mala prohibita*, such as laws and ordinances pertaining to motor vehicles, child labor and factory safety laws.

By way of reconciling the views of those who may be unalterably opposed to the doctrine of deterrent punishment it is suggested that in appropriate cases involving turpitude, in which the law permits probation, there may be prescribed a course of probationary conduct which will automatically work out not mere milksop and often mistaken kindness but also a recognition of the fact that within the probationary purpose there inheres also a penalty. For example, restitution where possible can be enforced as a prerequisite while strict probationary oversight and the compulsion to report frequent may always be used as stern disciplinary agencies.

While laying emphasis upon these elements of the proper attitude to be assumed toward probation by the man on the bench, it is surely not amiss to point out that judicial impatience with a multiplicity of reports, forms, blanks, card systems and indices, to which indeed there seems to be no end, may be, plainly speaking, ill advised. The method of statistics has not perhaps received the recognition it merits because anyone may juggle with figures and statistics may be gathered to prove almost any proposition under the sun. But, as Mr. Koren well demonstrated in an address before an earlier conference of this Association, in such work as the Criminal Courts are doing we shall never be able to reach any definite destination, unless statistics are

carefully and methodically compiled so that the competent statistician may draw the deductions upon which future criminological science is to be upbuilt. It is precisely because in the past statistics have never been adequately or in many cases at all preserved that skeptical city and county authorities have not been impressed with the necessities of the probation system and have refused the required appropriations. In our State the State Probation Commission has sought to introduce a system of reports to fill this need but I think that generally such commissions as well as ourselves are still laboring under considerable uncertainty as to just what kind of a statistical and filing system will produce profitable and worth while material for the future scientist's study. However, while we are slowly groping our way, let no one captiously criticize even though the labor falling upon the shoulders of the probation officers as well as our own may be onerously reduplicated. We may balk at the seemingly unnecessary duplicity of work involved in having the judge indorse upon the papers all the minute details, terms and conditions of probation in each individual case especially as the probation officer's card and report will fully state the same matters, but a lawful and intelligible administration of the probation system requires that this be done.

I shall omit all special discussion of two topics, both unquestionably of the highest importance, namely: the kinds of cases in which and the kinds of persons to whom probation is to be regarded as applicable, chiefly because there now seems to be a fair degree of agreement on these subjects and I cannot add any suggestion of importance to the many admirable discussions already published and easily accessible to the student of probation. The judiciary generally are learning the caution borne of disappointment and are apparently tending to be more carefully conservative in apportioning probation to the offenders before them. Too many failures will certainly sound the doom of the whole system, especially before the bar of public opinion the support of which we need above all things in the establishment of reforms in our criminal and penal administrations. This does not mean that a too timorous conservatism shall withhold probation from even a single deserving defendant but it does mean that in case of doubt, the doubt had better be resolved against probation. Perhaps also here in New

York City there is a tendency to narrow the numbers placed upon probation because if this remedy were dealt out with too liberal a largess, our system would soon be swamped and our comparatively small force of probation officers be compelled to throw up its hands in dismay. Further the now very general acceptance of the principle that there should be no probation until after a very careful preliminary investigation or its equivalent, has still more tended to prevent the unduly great increase of probation cases. I suggest with all the emphasis I can lay upon it that this conference sanction in some way with what authority it can command, this one great principle fundamental to all probation work, namely, that no judge should place any person whatsoever upon probation until after as complete a preliminary investigation into the character, history and mental attainments of the defendant as he can have made, shall disclose that such defendant is a fit subject for probation. This principle seems so self-evident, the wonder is that there still be judges who transgress it.

There are two remaining thoughts which are however so largely for the present at least of academic value that I shall merely mention them in passing. There is first the suggestion made recently by the Committee on Adult Probation of the American Institute of Criminal Law and Criminology of which Chief Judge Wilfred Bolster of the Boston Municipal Court was chairman, contained in these words: "We strongly recommend that after successful probation the indictment or complaint shall be dismissed of record." While this may at some future time become a fruitful suggestion, it may be fairly questioned whether in New York State under the present constitution it would not be in contravention of the power to pardon reposed exclusively in the hands of the Governor of the State. But that it may be adopted at some future day as a logical capstone to our structure of probation I personally do not doubt.

The second thought which also involves some debatable and moot points is this: just how and how far shall the judge keep or be required to keep in rapport with the probationers and their progress. The almost complete withdrawal of interest and supervision on the part of the judges in and over the persons placed by them on probation, coupled with the unpleasant facts that so many of the sentences imposed, whether fines, imprisonment, suspension

or probation are founded on ill-gathered and incomplete data, are so often fearfully discrepant and anything but uniform, and the fact that after sentence has been pronounced, the very man whose fiat set the whole penal machinery in motion becomes completely severed from the case, these facts have led highly respected authorities in penology to propose that the power to sentence be taken away entirely from the courts. To the courts should be left the function of finding the defendant guilty or not guilty, of "separating the sheep from the goats." The convicted ones should then be transferred to a State or local penal commission for sentence and for periodic revision of sentence as they show progress toward reform. To me, the condition of complete estrangement of the sentencing judge from the defendant placed by him on probation is an anomalous one. A great many of our judges must unquestionably agree with me for I have found that they invariably refuse to interfere with or to revoke probation excepting in their own probation cases. Further our new New York Parole Law (Chapter 579, of the Laws of 1915) distinctly provides that judges shall remain in touch with the cases of defendants sentenced under its provisions, to the extent that indeterminate sentences shall not be determined except upon their approval and consent. With respect to the Magistrates' Courts of New York City, a remedy also has been suggested, namely, by the institution of a new functional court to be known as the Probation Court with a stationary judge therein to become an expert in and generally to supervise all probation cases.

Little need be added upon the general subject of suspension of sentence without probation, assuming that this point is included in the topic assigned to me. The authorities are now generally agreed that in cases involving moral delinquency or turpitude, suspension of sentence without probation is useless and a mere makeshift. The committee headed by Judge Bolster goes so far as to call it "vicious." Of course this means suspension of the imposition of sentence. On the other hand there may always be merit in appropriate cases in a suspension of the execution of sentence after a definite sentence has been pronounced, whether of fine or imprisonment. This is what the European penal procedure calls a "conditional sentence," namely, a sentence which is or is not to be executed conditioned upon the bad or good conduct

of the defendant. We have no true type of this kind of suspension sanctioned by New York State statute. The nearest approach in our law is the power to grant time to the defendant who has been fined to get the money to pay or as in the domestic relations cases to compel the periodic payment of money to the wife or relatives under probationary oversight. In these cases there is no real probation and the machinery of probation is used solely to assure payment.

The time limit makes it impossible for me to say anything upon the tremendous number of cases of public intoxication, disorderly conduct and vagrancy in the cities, particularly New York City, in which sentence is forthwith suspended without penalty or probation and the effects of which for good or for ill offer a fruitful topic for future analysis and study. A cure for the most obvious evils arising out of this condition, is offered in the new "indeterminate sentence and parole law," alluded to before.

HON. BENJAMIN J. SHOVE, JUSTICE, COURT OF SPECIAL SESSIONS, SYRACUSE: I wish to express my appreciation of the article read by Judge Geismar. It is full of common sense and while perhaps it is absolutely unnecessary, in view of his forceful presentation of it, I do wish to emphasize the careful distinction he makes in regard to the first offender. I think we have all become aware in the last two or three years, at least, that the idea of probation has spread. How often we get the thief and the criminal before us who begs to be placed upon probation and if represented by counsel, he also asks for it. A distinction which Judge Geismar makes is one that I think we cannot too carefully bear in mind, that is, as to the real meaning of the first offender.

I have had two such cases recently in which the one not represented by counsel immediately asked to be placed upon probation upon the ground that he was a first offender and it appeared that he had been stealing for over two years and hadn't been caught. He had stolen during that time hundreds of dollars worth of money and property and still he claimed he was a first offender and therefore entitled to be placed on probation. I tried to the best of my ability to point out the distinction of what a first offense

meant. The second was a professional shoplifter whom we afterwards discovered had jumped her bail in Philadelphia and appeared in Syracuse. In the course of ten days she had stolen hundreds of dollars' worth of fur coats and had been caught. She appeared with counsel and eagerly pleaded for probation and suspension of sentence upon the ground she was a first offender — never had been caught before.

SECOND SESSION

Addresses at Dinner, Friday Evening, January 21, 1916

PRESIDENT APPELL: I would like to read a letter which is written to us by one whom we all hold dear and whose face we so greatly miss upon this occasion.

JANUARY 17, 1916.

HON. GEORGE C. APPELL,

PRESIDENT N. Y. STATE ASSOCIATION OF MAGISTRATES, MOUNT VERNON, N. Y.

MY DEAR JUDGE.—There was no grief within me when I declined to again be a candidate for City Judge last fall, and none was apparent upon retiring from the post with the close of the year, after sixteen years of service. But just a tinge of regret, that such things were allowed to happen strikes me as a persual of the program for the conference is made. There are found names of many of the old familiar friends with whom I have annually associated for the past half dozen years. And there too I find Mayor Mitchel, whose greatest glory to me, the son of a '48er, lies in the fact that he is the grandson of John Mitchel, of '48. And my old schoolmate, Norman J. Marsh, who has finally been lured into attendance. But who in the world ever saddled that subject upon Norm. Surely the old boyhood chums of the Utica Free Academy and Hamilton College would never expect to hear him mingling in such a discussion. And it does my eyes good to see the name of Louis Marshall, long since become famous and distinguished at the bar, whose acquaintance I made when he was in the office of Ruger, Jenney, Brooks & French at Syracuse, into which firm he soon graduated, changing its style to Jenney, Brooks & Marshall. And Job Hedges, who will say something that will please the boys mightily. And Chief Magistrate McAdoo, of whom I hold pleasant memories. And last, but not least by any means, my old friend and associate in the Legislature of 1890, Tompkins, of Rockland, now blossomed into the Honorable Arthur S. Tompkins, Justice of the Supreme Court, Ninth Judicial District. What reminiscences "Tommy" could tell you of the days when Billy Loeb was Assembly stenographer, Linn Bruce a committee clerk and Billy Grattan, of Albany, (since senator) a page boy.

Kindly pass my regards all along the line to Judges Dooley, Piper, Brady, Wilkin, Shove, Noonan, Byrne, Baker, Judge, Gillette, and the many others who have attended previous conferences, and express to all the deep regret which I feel because of inability at this time to attend the gathering.

Very sincerely yours,

JAMES K. O'CONNOR,

EX-PRESIDENT, N. Y. S. ASS'N OF MAGISTRATES.

PRESIDENT APPELL: During the past year our association has endeavored through its proper committee to procure what we deemed the most needed constitutional amendments as affecting

our courts. One of the men whom our eyes centered on mostly is the speaker whom I shall introduce. During the conferences of this committee and during the deliberations of the association, it was our aim to secure the good will of members of the Constitutional Convention, but none more than Louis Marshall. I introduce now a man who is interested in our welfare, in our welfare as lawyers and as administrators of justice, a man who is extremely well qualified to speak upon this topic, one of the leading constitutional lawyers of this country, Mr. Louis Marshall.

NEEDED CONSTITUTIONAL REFORMS AFFECTING THE LOWER COURTS

HON. LOUIS MARSHALL: May it please the court! This is the most multi-headed tribunal that I have ever addressed. I have on several occasions appeared before the Court of Errors and Appeals of New Jersey which, as you know, consists of fifteen members. The judges sit in two rows and it is sometimes quite difficult for counsel to keep in touch with them. I am afraid that it will be much more difficult for me tonight to maintain an unbroken circuit with this tribunal.

The toastmaster has a proper sense of the occasion. He is undoubtedly familiar with the time-honored practice that obtains in boxing and sparring bouts. For the purpose of entertaining the spectators, the performance is usually opened by a display of the light weights; then follow the heavy weights. Tonight my friend Job Hedges will occupy the point of vantage. So I suppose that it is my duty to go through the preliminaries so as to put you in the proper frame of mind,—one approaching torpor,—in order that, when the proper atmosphere has been created, Job may awaken you; in other words I am to prepare you for the doxology.

I am, however, really pleased to have the opportunity to address this assemblage. Until last summer I did not know of this organization of the magistrates of the inferior criminal courts of this State. It was brought to the attention of the members of the Constitutional Convention soon after it convened by the industry, the perseverance and pertinacity of Judge Noonan of Buffalo. He appeared before the Judiciary Committee, in season and out of season, not only to indicate that there was such an organization

as yours, but also to demonstrate that it had practical ideas to present in concrete form. He also deemed it necessary to appear before the Committee on Bill of Rights to repeat his arguments and to practice his persuasive powers before it, and since I was a member of both committees, I had the pleasure of hearing him twice on the various subjects in which he sought to interest us, and had the privilege of receiving a double portion of his spirit. I desire to say now that no organization was better and more intelligently represented before the Convention than was yours.

It is really a public service that you are performing. You are not content with the perfunctory discharge of the duties of the office for which you have been selected, but you gather for the purpose of interchanging ideas and thoughts and of suggesting reforms in procedure and in substantive law which relate to the important tribunals in which you officiate. In doing so you are rendering a great service. In the course of time, as a result of practical experience, you have become experts. The great trouble in the past has been that many of our public servants have had or professed to have unique theories, more commonly known as fads. That is a misfortune. A man with a fad is certain to ride it to death. Unfortunately that is deadly for the public and not for the rider. He thrives on the opportunity for that publicity which the incumbent of a public office readily secures. He is fascinated by the magic of catch words which find their way into newspaper headlines too frequently and which often are translated into statutes which do not contribute to the public welfare. That is one of the reasons for the many bad laws that are being passed annually. That is the reason why we witness continuous and often mischievous changes in our substantive and in our adjective law. That is the reason why we have a Code of Civil Procedure which is an abomination and why our criminal law is assuming such stupendous proportions and deals with so many *minertiae* that, as Judge Cullen recently said, every man is apt to commit one or more crimes every day of his life without knowing it. What we need in our criminal tribunals, therefore, is the aid of experts to study, test, apply, elaborate and perfect the existing law, and, only after careful observation and reflection, to propose to the lawmaking power such useful and necessary changes as will tend to make the law more effective and more just.

It is a very hopeful indication when a body such as this gathers from the various parts of the State for conference and interchange of opinions. I have attended meetings of the State Bar Association at which there have been present fewer members of the Bar than there are magistrates here this evening. It is also pleasing to note that in the last twenty-five years a great change has taken place in the personnel of the magistrates of this State. It is no longer deemed necessary to elect to the magistracy a man who is considered an important factor in politics. Ability and character are now the tests most generally applied, and it is a hopeful indication that a reasonable familiarity with the law is considered a requisite qualification for an incumbent of the magisterial office. I remember when I lived in Syracuse, whence comes my good, I dare not say my ancient friend, Judge Shove, at all events in that somewhat remote period when we were boys together, there sat in the magistrate's court, or rather the Police Court of Syracuse, as we then knew it, a man gifted though he was with common sense and zealous in the discharge of his duties, who was absolutely devoid of legal knowledge. He was ingenious; he had original ideas; he needed no Legislature to make laws; he made them as he felt the need for them. They were literally judge-made laws, and not such a poor makeshift as lawyer-made laws. In a word, he was equal to any emergency that might arise. One day I was called to the police court for the purpose of procuring the release of a young lawyer who was temporarily sojourning in one of the cells located in the basement of the City Hall. On inquiry I found that the 'Squire had directed a policeman to put the unfortunate fledgling into the cell and on that occasion, at least, there was complete accord between the judicial and the administrative branches of the government. On further investigation I learned that this summary judgment had been rendered because of irritating interference with the swift progress of justice. "Why," said the Justice, "this man has stood in my way for hours. He has been objecting to one question after another all day long. Here is a guilty man, one whom I am bound to punish, and he has been baffling me." While there may have been a rough sense of justice in this attitude, just as there was among the Vigilantes in the early days of California, and while it is undoubtedly true that there are many lawyers who deserve to be sent to jail for baffling

the court or for interfering with the due administration of justice, yet there are less crude and more effective ways of attaining just results than the summary methods adopted by this well-meaning 'Squire. The same jurist (I believe that is the pet name which the newspapers apply to one whose salary is paid, or at some time has been paid, by the public) on one occasion had before him two excellent lawyers, who were engaged in a hearing of considerable importance. A very delicate question of evidence arose, determinative of the case. When the proof was offered by the prosecutor, objection was made by defendant's counsel, whereupon the prosecuting lawyer read an extract from Hawkins' Pleas of the Crown, to justify his position. This greatly pleased the old 'Squire, for it supported the view that he desired to prevail. Turning to the counsel, he exclaimed with much gusto: "T. K. who did you say says that?" "Serjeant Hawkins," was the answer. "Well," smiled the 'Squire, "then, me and Hawkins agree on that proposition." Thereupon arose the defendant's counsel with his usual suavity: "Just a moment, Your Honor, that dictum of Hawkins was overruled in the 23d of Wendell;" and he proceeded to demonstrate that such was the fact. Sadly the 'Squire turned to the prosecutor and gasped: "Well, T. K., that knocks me and you and Hawkins into a cocked hat."

While justice was done even in those days, we have now a more orderly and a better system, one which is in every way dignified and which adds to the usefulness of our magistrates' courts, which have in consequence grown in the respect of the community. Certainly the situation in the City of New York is much improved over the conditions which prevailed in the days of the old police justices who were legislated out of office in 1895, when the law was enacted under which our magistrates are now selected. The administration of the criminal law has improved immeasurably since that time, and I take it that it is associations such as yours which tend further to improve the personnel and the *esprit de corps* of our magistrates and the general disposition of the magistrates toward the public and of the public toward the magistrate.

You have assigned as my subject, "The Needed Constitutional Reforms Affecting the Lower Courts." I consider that as rather rubbing it in, when one considers that it is only a few weeks since

the people of the State of New York, by a majority of 500,000, decided that there were no "needed constitutional reforms" of any kind. They seemed to think that it would be best to let well enough alone and I am now, to some extent, of that opinion, for when the people have spoken so vociferously, so effectively and so conclusively as they did in November, a man cannot really be a believer in a republican or in a democratic form of government, who does not take the hint. We will probably not have another Constitutional Convention in a hurry. If we do, it will not proceed on the lines pursued by the late departed, which seemed to act on the theory that it was politic to afford to every member of the State the opportunity to kick some person or some thing or some nostrum, not only in single but in double harness, in squads and in platoons, and under circumstances which would make every kick contribute to the destruction not only of that which might possibly have been objectionable, but likewise of that which was good, because the many things that were undoubtedly good were bound together with those changes that some may have fancied to be objectionable.

I assume, however, that it is the idea of this Association that, in spite of the fact that the work of the Constitutional Convention met with disaster, the days of constitutional reform are after all not at an end, and that the present instrument of government, though an excellent one, may still be improved, and particularly in so far as it relates to the administration of justice. I certainly believe that the proposed Constitution contained a large number of advisable provisions, some of which in due time by a slow rather than by a speedy process in the course of natural evolution rather than by making radical changes all at one time will eventually be adopted.

Curiously enough, I have taken special interest in several of the propositions which very much concern and interest the magistrates of this State and, notwithstanding the decision rendered at the polls last November, I still harbor the hope that another appeal to the people (for we lawyers always like to appeal) may result in modifying the adverse judgment in so far as it applies to those features which concern our inferior criminal courts, which, to my mind, are of the utmost importance. Due regard must be taken

by the people of those tribunals which more closely affect them than any other of our courts. It is the inferior courts, both of criminal and civil jurisdiction, which after all more directly concern the average man in every community than do the higher courts. It is the determination of small offenses, the misdemeanors, the violations of ordinances, of problems relating to the juvenile delinquent, to the misdemeanor, of those which relate to the small controversies between citizens, and which in the aggregate affect more of the people of the State than do the larger controversies, which in the long run measure the public estimate of our judicial system. How many men in the State have ever had a case passed upon by the Court of Appeals or by the Appellate Division, or even by a trial term of the Supreme Court, but who has not at some time or other either appeared in the justice's or magistrate's court as litigant or witness? In fact, the entire public, even though a large percentage of it never comes into those courts, is nevertheless influenced by their attitude toward such litigants as appear before them. For it is a truism that the opinion of the public with respect to the government, of the courts and the administration of justice of any community or State is made up of the sum total of the opinions formed by individual citizens with regard to those departments of government with which they come into contact.

The proposition which was presented to the Convention by Judge Noonan, the adoption of which in somewhat modified form was recommended by the Committee on the Bill of Rights, of which I had the honor to be the chairman, and which was adopted by the Convention, is one which relates to the large class of cases where persons accused are brought before a magistrate charged with crimes of an apparently serious character, but which in reality are often trivial, but which, because of existing constitutional provisions, must be so dealt with as to result in the incarceration of the accused for protracted periods of time before a trial can be had. This often occasions serious hardships to the accused and great inconvenience and expense to the public. Everybody knows that when a policeman makes a charge he is naturally apt to magnify the offense, and everybody knows that when any injury is done to an individual he considers the person who has

inflicted it as an offender of such depravity that at first blush the only punishment that would fit the crime would be immediate execution by boiling the miscreant in oil, or by some similar drastic method. Consequently, we all know that when an ordinary assault and battery takes place, the defendant is charged with assault with intent to kill; or if property of small value is stolen the charge made is of grand larceny. When, therefore, these cases are presented to the magistrate he is bound to take cognizance of the charge as presented in the complaint, and has, therefore, no alternative, but to hold the person accused for the crime charged, if he finds that there is a probable case for action by the grand jury. The grand jury frequently does not sit, especially in the upper part of the State, for weeks and weeks after the crime has been committed or the prisoner has been remanded. Grave injustice follows. We had our attention called to the case of a young fellow in Wyoming county who was charged with a crime which in reality was of a very trivial character. The total amount of property injury done was about \$1.50, but the charge made against him was of a felony. It happened that no grand jury sat in that county for five months after the commitment, and for five months the wheels of justice remained idle. The prisoner could not secure bail, and therefore had to remain in jail awaiting the action of the grand jury. When the case finally came before the court suspension of sentence followed. Such occurrences constitute wrongs to the prisoners and wrongs to the community. They add to the expense of government, not merely in isolated cases, for cases of this character happen over and over again. Nor do they merely occur in up-State counties. There are experiences of similar character in New York City, and frequent experiences. The Tombs is constantly filled with prisoners awaiting indictment and trial. In many of the cases there eventually occurs a suspension of sentence or the prisoner is put upon probation, or very light punishment is inflicted. The immediate result of the present procedure has been in a multitude of instances to work the destruction of the earning capacity of the man arrested and to impose needless expense upon the public.

As you all know, the Constitution now requires that in such cases indictment by a grand jury and trial by petit jury must

precede any disposition of such cases. I am probably carrying coals to Newcastle in referring to this, but I nevertheless deem it wise to dwell on this point because I wish to indicate how unjust and how ill-considered was the action which resulted in voting down the amendment which sought to rectify this abuse. I conceive that this was probably due to the fact that the electors were not given an opportunity to vote upon the amendment as a separate proposition. The Convention decided that any person may, in the manner prescribed by law after examination or commitment by a magistrate, waive indictment and trial by jury on a charge of felony punishable by not exceeding five years imprisonment, or of an indictable misdemeanor, all subsequent proceedings being had by information before a superior court of criminal jurisdiction or a judge or justice thereof. The idea underlying this amendment was that while many magistrates are entirely competent to deal with such cases, to try them, to render a just judgment in them, it was none the less important to bear in mind that all magistrates are not equally qualified, and that where it was possible to inflict five years' imprisonment in a case coming within the scope of the amendment, it was safer as a general proposition for the magistrate after the prisoner had waived indictment and trial by jury to relegate the case to a judge of a superior criminal court for trial and the imposition of such punishment as the facts justified.

One would suppose that such a provision as this would encounter no opposition. In fact, Magistrate Noonan made it so clear to us that both committees were unanimous in the belief that such a provision should be inserted in the Constitution, but lo and behold, when the people came to vote upon this subject, a public-spirited citizen of New York spent a hundred thousand dollars in publishing broadcast over the whole State advertisements covering whole pages of the daily newspapers, in which, among other things, it was declared that this provision had been inserted in the Constitution in order to enable the criminal rich to crawl out of a tight box if they ever got into one. In other words, that if a malefactor of great wealth should become a member of a trust or should commit a serious offense, he might go before a magistrate, waive indictment, waive trial by jury, and then proceed on his way rejoicing before some favorite judge and escape scot free.

It was said that a judge of the Court of Appeals of this State had discovered that this was the very milk in the cocoanut. Now, if this learned judge had gone to any one of your number, to any man who had given thought to the subject, to any expert in the procedure of our inferior criminal courts, he would have learned at once how utterly unfounded his contention was. He would have learned that the amendment was not intended to help the millionaire, but to bring relief to the poor and the friendless, to the families of wage-earners, to the common people. The idea that a millionaire could profit by such a law, or would undertake to avail himself of its provisions, seems grotesque.

I merely instance this for the purpose of indicating how ill-advised opposition sometimes is to beneficent measures which are not understood. Against the expenditure of a hundred thousand dollars for these lurid, sensational and spectacular advertisements, what could the poor members of the Constitutional Convention do? They were nowhere. And what could the magistrates do? Nobody would listen to them. The voice of the advertising columns in the press was much more potent than the reasoning of Magistrate Noonan.

Another provision which we sought to introduce into the Constitution, which was likewise advocated by this Association and by others who co-operated with it, related to the children's courts and the courts of domestic relations—both of them tribunals which intimately concern the people and their welfare. There has been no greater or better reform instituted in our jurisprudence than that of the establishment of children's courts and domestic relations courts. Before these tribunals were organized, young children who had no criminal instincts, but who nevertheless succeeded in getting into trouble through some boyish prank or mischief, but whose acts were no different than those committed over and over again in their boyhood by men now occupying the highest judgeships in the land, or by those now sitting in our legislatures, in fact by every one possessed of vitality, energy and buoyancy, would be brought into court as though they were the most debased criminals. They would be arraigned in company with prostitutes and thieves, of men and women of the vilest characters. They would be compelled to listen to the most offensive and horrible

stories of depravity. They would become familiarized with crimes of which they had never dreamed, and of which they might not otherwise have ever heard. As a consequence it frequently happened that our very courts, in attempting to administer justice, brought degradation and contamination to the unfortunate children whom they were seeking to discipline, and lowered their moral tone. A good man after many years recognized that after all these juvenile offenses, even though they literally constituted crimes and occasionally of such seriousness as to amount to felonies, did not necessarily proceed from a criminal disposition, and were not to be measured by the same rule or the same standard as applied to similar acts when committed by an adult. This good man concluded that these children should be dealt with in a manner entirely different from that by which the adult was to be judged. In course of time this idea took root, and resulted in the establishment of children's courts. Subsequently, it was further developed so as to lead to the organization of domestic relations courts, where the disagreements between husband and wife, often of a character capable of easy adjustment by a wise magistrate, could be determined. Instead of requiring marital couples to come with their grievances into a court in which criminals are tried or investigated, they were enabled to come into a tribunal where, by means of a wise exercise of judgment, peace, harmony and reconciliation may be brought about.

The difficulty, as you all know, with these courts, both the children's court and the domestic relations court, now is, and will continue to be until a proper amendment to the Constitution is adopted, that they will not be able to accomplish the beneficent purposes for which they are designed to the utmost extent of effectiveness. In passing on the cases with which they are called upon to deal, it is frequently desirable that the magistrate shall be enabled to exercise equity powers; otherwise he can treat the questions which come before him relative to children and warring members of the matrimonial class to a partial extent only. Were he, however, empowered to exercise the discretion which is now vested in a court of chancery, if his powers were enlarged so that he may do exact justice as called for in each particular case as it arises, in accordance with its special circumstances, instead of

being bound by rigid rules of law which oblige him either to condemn by imprisonment or by fine, or to dismiss the proceeding, infinitely better results could be obtained than at present. The magistrate would not only be enabled to temper justice with mercy, but in his decision he could consider the future as well as the present; he could deal with the guardianship of the child; he could arrange for a permanent and not merely a temporary adjustment between the husband and wife. He could prevent all future conflicts and avoid the recurrence of the difficulties which have brought them into his tribunal, where they have come to air their real or fancied grievances.

The present Constitution provides that the inferior courts shall not exercise equity jurisdiction. Equity jurisdiction is reserved to the superior courts, particularly to the Supreme Court, which is the reservoir of equity powers and equity jurisdiction. Even such courts as the City Court and the County Court, except in certain designated classes of cases, cannot exercise this equity power. This is probably wise in so far as civil causes are concerned, but as a result of practical observation it may be said that the want of equity powers in inferior criminal courts with which you are concerned, in so far as they deal with the juvenile delinquent and with matrimonial controversies, constitutes a defect. It was the effort of the Constitutional Convention to come to the rescue, so far as children's courts and domestic relations courts were concerned, by making an exception with regard to the exercise of equity jurisdiction by inferior local courts by giving the power to the children's court and the domestic relations court to deal in an equitable manner with cases coming before these courts. I know that the old-fashioned lawyers always had an idea that it is a shocking thing to lose sight of the ancient demarcation between law and equity powers. The late Chief Judge Ruger, with whom I was associated when first admitted, was fond of narrating the experience of his father shortly after the Constitution of 1846 made of the Supreme Court a court of law and equity and permitted it to exercise both powers. The elder Ruger was an old-fashioned common law lawyer, who could not conceive how law and equity could be commingled. On one occasion he appeared before Judge Gridley at Utica to

argue an important case. In the course of his argument the Judge interrupted him: "But, Mr. Ruger, what have you to say about the equities of this case?" Thereupon the old common law lawyer stood completely aghast and raising his arms in astonishment exclaimed in tragic tones: "Your Honor, this equity principle is a very dangerous principle, Sir." His idea, which prevailed for centuries, apparently underlies the provision of the present Constitution which relates to inferior courts. While I can readily admit that equity powers must not be generally exercised, because, like a gun, though exceedingly useful at times, in the wrong hands they may carry destruction; but so far as questions relating to children and husband and wife are concerned, the proper dealing with which involves the exercise of common sense and not so much the application of formal rules of law, I am satisfied that there is no tribunal which can more wisely, effectively and expeditiously deal with them than an intelligent magistrate's court. I even doubt whether the Supreme Court itself would be as efficient.

I have now indicated the two respects in which the Constitution needs reform. In spite of the adverse verdict which has been thus far rendered upon them, in consequence of the wholesale rejection of the work of the Constitutional Convention, I am willing to say to you, gentlemen, that I shall continue to agitate for the adoption of these reforms. I am enlisted for the war. I have never shrank from battle, although relegated to the light weight class. The oftener I am defeated the more I desire to fight. I shall therefore be ready to join hands with you in the effort to bring about the adoption of these constitutional amendments whenever you say the word.

There is nothing more that I need to add. It is unwise to attempt too much now. You have two excellent propositions for which to contend. Do not try more, because otherwise you may fail altogether. Therefore do not seek to insert a clause in the Constitution making of your courts constitutional tribunals in the expectation that you may thereby prevent possible interference with you by the Legislature. It is entirely within your own power to prevent such interference. A good magistrate never need fear hostile action on the part of the Legislature.

Even were the Legislature inclined to disturb him, the public would prevent it. We have had since 1895 the present system of magistrates' courts in New York City. It has encountered no difficulties. In fact the Legislature of 1915, by chapter 531, greatly strengthened the inferior local courts of the metropolis. Important changes and improvements have been made in the administration of the criminal law in these courts, thus adding importance and dignity to them. The general tendency of the people is to stand by their courts when they deserve to be upheld. When they are not deserving of it, they are swift to recognize that fact. So do not worry about your tenure of office, nor concern yourselves whether you are kept out of or put into the Constitution. All that you need to consider is, whether you possess adequate authority to do justice efficiently. If you accomplish this, you will have accomplished all that an organization such as yours is called upon to do, and you will gain the respect and the deserved plaudits of the people.

PRESIDENT APPELL: Our next speaker is a Justice of the Supreme Court, and while I am sure we have every reverence and give due deference to the high office he holds, an office which every one of us who are lawyers aspires to, nevertheless, frankness compels me to state that those of us who take our work seriously regard it as almost an equivalent, with regard to the general welfare, as the work which he himself does. We should administer the functions of our office properly, wisely and well for in it we make good citizenship, probably in a degree above any other officer, judicial or otherwise. The first insight of the law or of government in this country is gained in our courts by the class of people who are usually brought before them. By the proper handling of each case we instill some degree of reverence for our courts. However, we do bow down in reverence to the Supreme Court.

We are about to be addressed by a gentleman who possibly comes nearer the answer to that famous quotation of Mr. Justice Brewer of the Federal Supreme Court, who said once upon a time, "Absolute justice cannot be administered by finite man." I want you to listen to a man who comes pretty near living up to that, Mr. Justice Tompkins.

THE JUDGE AND THE PEOPLE.

HON. ARTHUR S. TOMPKINS, JUSTICE, SUPREME COURT, NINTH JUDICIAL DISTRICT: I thought the toastmaster was going to say that the next speaker came as near like being the criminals that you have to deal with as anyone he ever met. I must be the middle weight. I am going to make way very soon for the heavy weight.

A new State official visiting for the first time one of the State prisons was unexpectedly asked to address the convicts and never having done that before, being a little embarrassed and not knowing just how to begin his address, he addressed them as, "Fellow Citizens," and then it occurred to him that wasn't just right and he started again and said, "Fellow Convicts." Then he was sure that wasn't right and in dismay and embarrassment he exclaimed, "Well, I am glad to see so many of you here to-day." I am glad to see so many of my brother judges here to-night.

It is my opinion, derived from several years' experience on the bench as police justice, as surrogate and county judge and Supreme Court judge, that no class or group of public officials command so much respect and have such a strong hold on the confidence of the masses as our judicial officers. One evidence of this respect and confidence is found in the fact that more men who hold judicial office are re-elected and re-appointed to their positions than any other class of public servants. The non-partisan idea is applied more frequently to the judiciary than to any other branch of our government. It has come to be the common belief that a good judge ought to be kept in office regardless of his politics and the fact that so many judges are retained in office term after term, and oftentimes until they are disqualified by the age limit, while presidents and governors, mayors, legislators and other officers come and go, as political conditions change, is very good proof of public faith and confidence in the judiciary.

The masses have faith in and respect for our judicial system. With the hundreds of thousands of cases that are tried, civil and criminal, in our courts every day, in every one of which one party or the other is unsuccessful and disappointed and oftentimes sorely grieved and put to much expense, yet in the great

majority of cases — I think in more than ninety per cent of the cases tried in all of our courts, from the lowest to the highest, the decisions are accepted as final. No appeal is taken, and there is comparatively little fault finding or criticism, and the defeated party in most instances if he had a claim against another would not hesitate to go back the next day into the same court and before the same judge with confidence that his case would be fairly tried and impartially determined.

Of course it goes without saying that we judges ought to justify that confidence and win for ourselves and our courts even greater respect by doing our work so well and conducting ourselves so circumspectly, so fairly, and by every judicial act, demonstrating our fairness and impartiality so thoroughly as to impress upon all men and all classes the independence, purity and uprightness of the judiciary. I think sometimes that we are too sensitive to criticism, too intolerant of criticism. Fair criticism of the judges and the courts is not to be deprecated. I think rather it is to be welcomed as a stimulus to better service. There is no justification for the notion that judges and courts are above and ought to be exempt from criticism. We are the servants of the public and as such we are justly subject to the critical judgment of our masters, and we ought not to resent it or chafe under it, unless it is of such a character as to impugn our motives or question our integrity, and that kind of criticism, harsh and unjust criticism of the judiciary, is indeed a rare thing. Deep down in the American heart there is genuine respect for the judiciary and gratitude to the courts for what they have done during all our history and what they are doing for the safety of our institutions, the preservation of individual and property rights, and the maintenance of peace and good order in our respective communities.

A distinguished statesman in the early history of our country said that in the future of the Republic we might encounter dangerous situations and difficult questions, but with the principles established in the Constitution and the check upon hasty and ill considered legislation and upon executive action by the courts, there would be found sufficient protection of personal rights and

the safety of the State. And so it has always been in every difficult and dangerous situation, in every great crisis, in every conflict between federal and state authorities, in every quarrel between the state and corporations in every dispute between capital and labor, in every controversy between individuals, in all things within the power and jurisdiction of our judicial tribunals, the courts, when called upon, have been sufficient for the prompt, impartial and effective administration of law and equity and the protection of individual and property rights.

Ours is the most important branch of the public service. The judiciary is the vital force in the government of the State. The legislative and executive branches of the government make the law, but to us judges, to our courts, is entrusted what is more important, the interpretation and construction and application and enforcement of the law. The courts are the check; the judiciary is the check and balance upon the other departments of the government, to hold them steady and keep them firm in the path that has led our country to its present greatness and glory, to keep the other departments of the government true to American ideals and the fundamental law.

We may set at naught the enactment of the legislature if it contravenes the organic law; we may nullify the order of the executive if made without authority; we may invalidate the decree of a state commission; we can revise and set aside the proceedings of the county, the state, the town, the village, the city government. All this vast power was given to the judiciary by the people themselves for their own protection and in order that the fundamental personal and property rights of men might be safeguarded and preserved. So great is the power of the courts, so unlimited their scope, so far reaching the effects of their decrees, that we who are charged with the enforcement of the law, we, to whom these powers are given, we whose function it is to exercise these vast powers, should be ever mindful of our obligations and our responsibilities and strive to the utmost of our capacity to justify in the minds of all men our system of government, and the law under which we live and work; not by trying to please everyone who comes into our court; not by endeavoring to please all men or any set of men; not by sacrificing principle for temporary popularity; not by surrendering a conviction of right to

gratify the demand of an irresponsible or impulsive or emotional mob that may be even at the time representing the sentiment of the majority; though it is easy to do these things, it is easy to drift along, it is easy for the judges to do the popular thing, to keep their ears to the ground, to know what the people like and want, but it brings no credit to the judiciary; it only weakens our judicial system and destroys confidence. The best thing to justify our calling and to strengthen the judiciary and increase respect and confidence, is to do the right thing and the just thing, regardless of consequences, no matter what any one may say or think about our act.

While we administer the criminal law principally to punish criminals and protect society against the acts of criminals, let us not neglect our duty to the offenders themselves. You know the old theory was that the man should be imprisoned first to punish him, next to protect society, and third to set an example to deter others doing similar offenses, with no thought of the man himself. But the new theory includes another element and a more important one, that of saving or re-making, if possible, the offender himself. The finest service we judges can render society and mankind, is the reclamation of the offender. It can be done and it is being done through the splendid instrumentalities that have recently been created — the children's court, the domestic relations court, the women's court, the night court, the use of the probation system, the suspension of sentence, by means of which thousands and thousands of young and first offenders are being saved to themselves, their families and society.

We may do much good by an improvement in our court methods, by better treatment of people who have to come to court as parties and jurors and witnesses. I detest the rough methods and harsh tones that we sometimes see and hear in some of our courts. I think by courtesy and kindness, by a show of sympathy, by a proper regard for the feelings and sensibilities of people who have to come to court, we can add very much to the respect and confidence the people have for and in us, and we shall accomplish much better results. And how easy it is for officers and clerks and judges to speak in kind tones to the unfortunates who come before us; treat them as men; show that we have hearts; show that we

sympathize with them. I don't believe in this lecturing prisoners when sentenced is pronounced. I think it is bad enough for a man to have to take his sentence without having to stand there and have his past history revealed and be upbraided and scolded by the judge. I don't see any profit or sense in it and I make my own sentences just as short as possible. If there is any special reason for imposing a heavy sentence, I state it, but very, very seldom.

The important thing, brother judges, is, in all that we do and the manner of doing it and in all that we say and the manner of saying it to emphasize the fact that all are equal before the law; that everyone has an equal opportunity in our courts; that there is but one law for the rich and the poor alike, the high and the low, and all classes and conditions; that the law plays no favorites, and that no one is so great or powerful as not to be amenable to its provisions and its processes, and no one so poor or humble or weak as not to be entitled to its protection and its care.

Let us judges, in conclusion, be faithful in the discharge of our duties, so steadfast in our attachment to the eternal principles of justice and right. Let us maintain the highest standards of our profession, those of us who are lawyers of the judiciary of which we are a part; let us by every act and word emphasize the fact that there is one thing, at least, in the State above the power of money to buy and beyond the reach of corrupt influences to control, one thing that political organizations cannot dictate or any power coerce, of friendship sway,— that is, the administration of law by our courts. Thus shall we do our part toward having and deserving the good-will, the esteem, the confidence and the respect of all classes.

THE PEOPLE AND THE JUDGE.

HON. JOB E. HEDGES: It is no mere postprandial conventionality for me to say that I appreciate the invitation which brings me here. From what has been said it would appear that nearly everything on the subject of the judiciary and the laity has been touched upon. I think of nothing that has been overlooked and seek, therefore, to approach the subject of my toast merely from a different angle and furnish one or two suggestions.

Anent the Constitutional Convention it is clear that the results of its deliberation were headed toward non-acceptance as a matter of psychology. Few read the proposed constitution and there was no conscious demand for a revised constitution in the minds of the people generally. The fact is that the two leading parties had sought support at the polls at the two preceding elections on the theory that each would gain an advantage by asking for a constitutional convention before the time when it came in the ordinary course of events. That is, the parties contended that there was a demand for a constitutional convention before the people had become conscious of that very demand. Further interest was lost because there was no systematic propaganda from the Convention explaining to the people from day to day what the real demand for the changes was. What they saw principally was a number of distinguished gentlemen contending in discussion for various phrases of governmental change without themselves being fully aware of present conditions or the desirability of new conditions compared therewith. It resulted naturally that while the constitutional delegates toiled long, hard, and conscientiously to bring about fundamental, desirable changes in the Constitution, the situation was never visualized properly to the public. The results of the Convention's deliberations, whether wise or unwise, found no lodgment in the waiting mind which aroused intense interest as to the great questions involved or a sufficient interest in the subject generally to result in a general discussion of what was sought to be accomplished.

There are two kinds of minds, one is the affirmative and the other the antagonistic. As Mr. Marshall truly says, you can arouse an anti-campaign with a catch phrase. That phrase may provoke enough discussion to result in the passage of a statute which leaves no final thought in public opinion as to its consequences. On the other hand it is very difficult to establish an affirmative argument unless you first lead the majority to a full understanding of the necessity of a change and then that the proposed change will bring about the needed reform. It is possible for people to so hurry toward a reform that when they arrive at its consummation they lack the breath to describe accurately what they sought.

Distinguished as you gentlemen are, I outrank you in one

particular. I resigned the position of City Magistrate. That resignation was not from a lack of appreciation of the work, which was very attractive, but because I had not the courage to face the establishment of a practice at the end of a term of ten years when I felt sure that I would not be reappointed. I preferred therefore to have my struggle to establish a practice come at a time when I was physically better able to undertake it.

The public mind visualizes conditions frequently from the words continually used in speech and print; for instance the public considers "Inferior Criminal Courts" inferior because they are so classed. I believe that should these courts be called, for instance, "Courts of Original Criminal Jurisdiction" it would add to their dignity. At present it is like the phrase "Direct Primaries," which, as a phrase, is ideal, and its discussion resulted in a great statutory change of policy. As a matter of fact the practice is neither direct nor primary. It is secondary and indirect.

I chose the topic, "The People and the Judge" rather than "The Judge and the People" because Judge Tompkins had selected the latter. For Judge Tompkins I have high respect. I do not follow the Chairman, however, when he pronounces the judge almost perfect. Should the judge approach perfection he would doubtless be called by his Heavenly Father. Should Judge Tompkins ever think, and I doubt if he will, that he is almost perfect, his usefulness will decrease. We cannot afford to have that usefulness diminish. I believe him a very desirable public servant. He adorns the bench, seeks to administer real justice, and I sincerely hope that he will be continued for many years of usefulness.

What Judge Tompkins said about judges, juries and defendants seems to me entirely true. I do not think, however, that the people believe in judges as fully as Judge Tompkins expressed it. I do believe that the people generally have a high respect for the judicial system and look up to it. In most cases I think they take the judges as a matter of course. The people look on the judicial system as a finality where they are to obtain justice as a matter of principal. They hope that the judges will be the instruments in obtaining that justice.

No judge is a success, whatever his degree of learning, without judicial temperament. In addition to their own knowledge the entire law on the subject involved is or should be furnished them in the briefs of the contending parties. Their duty remains therefore, after guiding the character of the evidence through objection and exception, to the jury's finding, to arrive at a judicial conclusion from the briefs presented and the law as discovered by the suggestions of those briefs. The manner of conducting that trial humanely has a bearing upon inducing the litigants to accept its results gracefully, quite as influential as the actual conclusions of the judge.

There are men who would rather be sentenced by some judges than have sentence suspended by others. A suspended sentence may take the form of an unwarranted insult never wiped from memory, while a sentence may be imposed in such a manner that the defendant really feels that justice has been done. Many of the impressions of the judicial system are received by the people from reading the newspapers which report the judge rather than the judicial act. Could everyone read or hear from a judge what we have heard from Judge Tompkins to-night there would be an entirely different opinion of the bench.

With a full appreciation of the engrossing nature of the duty of judges, and entirely understanding the demands upon their time, it has always seemed to me that the various responsible, thinking classes of the community the men who contribute least thought, outside of the activities that make their living, are the judges. The men who furnish the fewest suggestions regarding great fundamental propositions of government and the administration of justice are the judges themselves. In a measure this arises, as I said, from the nature of their duties. It is due also to their abstention from other public activities. In a way they become mental recluses. They are continuously working along lines of activity which settle judicially the rights between people and classes of people. It is readily understandable that judges should not participate, we will say, in party political activities. They could, however, and should, in my judgment, be potential in discussing those great big problems of government which are not clear to the average citizen and which citizen would readily respond

other hand the reward in public esteem is great indeed for the man who could occupy a responsible position, keep a level head and normal heart and maintain comfortable relations with his fellow men. People cannot be divided practically between those in officialdom and those not. It is not practical except for academic persons to divide the people between the man on the bench and those in front of him.

There seems to be an inconsistency in many of the propositions of the court room. The proposition that the defendant is innocent until proven guilty is clear and yet the staging of the court room is of itself a disadvantage to the defendant. In a court dedicated to the trial exclusively of criminal cases the very atmosphere is against the man on trial. The only agency that can assure a fair trial to a man presumed innocent until proven guilty with conditions against him is the judge on the bench, and unless that judge has both judgment and nerve a fundamental right is often denied.

The average American to-day is theoretically a leader and practically a follower. This is not said in disparagement of the American man. It means that in the long run the average man is not fully informed of the details of the problems and waits for some one to tell him what he thinks he is thinking about. In other words, the usual question is, "What do you think of what Mr. So-and-So says" rather than, "Do you think that what Mr. So-and-So says is sound." Therefore psychologically the connecting link between the attitude of mind of the public toward the bench is very apt to be what the public thinks of the man on the bench.

When the public believes an abuse has been committed it is apt to rush, in its desire to destroy that abuse, to lengths which defeat the original purpose sought. Some years ago in the city it happened a woman had bought a sewing machine on conditional bill of sale and defaulted in one of the later payments. The marshal who took the machine was necessarily aggressive and brusque. Coming to the ear of a reporter, newspaper agitation was started and a bill was submitted to the Legislature doing away with bills of sale and chattel mortgages. Had this been carried out it would have deprived thousands of women of a livelihood who could only get machines on the instalment plan.

For judges in their interpretations of law we all should have great charity. Drafted as laws are, usually hastily, following an

agitation, the result is inaccuracy and incompleteness. Then the term "judge-made law" means that the public mind has shifted the responsibility from all that went before to the judge who is interpreting the law and who has been placed at great disadvantage from the careless drawing of the statute.

In the hurry of reporting readers frequently obtain an entirely erroneous impression of the facts of a case. As a magistrate I was threatened with impeachment by one of the local papers from a remark made in court. It happened that a young man twenty-three or four years old, who had never worked, who had a constitutional objection to the application of physical endeavor toward support, had permitted his mother and sisters by sewing and economy to furnish him with provender and logic. He was brought before me on the complaint of his mother whom he had struck while drunk and called his sister a vile name. My duty was clear but my feelings were aroused. Said I to the defendant, "The only thing I can do with you is to hold you for the grand jury, but if I could follow my individual desires I would place you alone in a room downstairs with a policeman and a night stick, that you might be properly punished." My impeachment was asked by a newspaper because of the language used to a free citizen, no mention having been made of the circumstances which provoked it.

Things remain as they are, both on the bench and before it, because the public apparently has such confidence in our fundamental laws and prosperity that they take them for granted without keeping them under entire and ceaseless supervision. As we increase in numbers we naturally lose the sense of responsibility. A crowd never takes the initiative. The first thought starts with an individual. It gathers momentum from transmission and discussion until sufficient people become interested to result in what we call a public agitation. To-day our thoughts are engrossed with preparedness and unpreparedness. So far as this country is concerned, the war has brought about a nervous condition in the public mind which seems to preclude calmness in the discussion of any topic. It may be years before this nation can apply itself calmly to the discussion of any natural, normal topic on governmental affairs. With our own agitations of the past decade,

and our viewing of the war in Europe how are men of intelligence and capacity to keep that delicate adjustment of mental machinery so that every man shall continue to be a potential part of the thinking process of the nation.

I know of no set or sets of men who can or should or may be more influential in provoking sound thinking than the bench and the bar. Cooperation between these two classes directed steadily toward a given topic will do much toward bringing about stable and consistent thinking by the public at large. It is for just such a condition that I make my informal appeal to-night. So I say to you gentlemen on the bench that there is no law or constitutional enactment in my judgment which can be substituted for normal, well balanced judges, whose minds act equitably, concisely and justly and who, at the same time, have not forgotten their relationship, humanly speaking, to their fellow man.

THIRD SESSION

Saturday Morning, January 22, 1916

PRESIDENT APPELL: Prior to taking up the assigned topic for the morning, I would like to appoint two committees: First, the Committee on Resolutions. I will ask Judge Noonan of Buffalo to act as chairman with Judge Leach of New York and Judge Hoyt of Beacon. Committee on Nominations: Judge Piper of Niagara Falls, Judge Brady of Albany, and Judge Barker of Peekskill. The Committees will kindly report this afternoon at the closing session.

THE RELATION OF THE JUDGE TO THE POLICE AUTHORITIES.

HON. WILLIAM McADOO, CHIEF CITY MAGISTRATE, NEW YORK: I want to thank you for coming to New York. It would probably be more convenient geographically to hold the conventions in the neighborhood of the Capitol. I am sorry for one thing, that you didn't give yourselves at least one day and one night to look over the courts in this city. I am quite sure we could learn a lot from you and it is entirely possible that you might find it advantageous to see how the courts are conducted in this immense community. We will be glad to have your advice and any suggestions you may make after you have seen them. The only person that I sincerely dislike is the superior person, the man who knows it all, and especially that type said to exist here in New York: the superior New Yorker who goes to smaller communities with a patronizing air, carrying that hallmark of obvious superiority. I dislike superior persons because you cannot teach them anything. I am making no conventional remark when I say we would be glad indeed to have your criticisms. I came from across the river myself many years ago. When I was admitted to the Bar I had learned what little of the fundamental principles of the law I know over there and I found there were some so-called constructions of law prevailing here that we never heard of across the Hudson. For instance, when I was Police Commissioner there was a rule or law prevailing with some of the magistrates that you couldn't issue a warrant upon the

complaint of one police officer, because he had to be corroborated. The theory apparently was that all police officers were liars. Then, there was another rule that prevailed that you could not convict any man for violating certain laws on circumstantial evidence. When it came to questions involving cases say of disorderly houses, you would have to have stronger evidence. What the neighbors said about the disorderly house wasn't of any importance, whereas if you opened a disorderly house in New Jersey the grand jury indicted solely upon the reputation of the place. Those things have been lived down and I have no doubt would appear strange to lawyers like you gentlemen coming from the upper part of the State. It was harder to convict a man as a common gambler than on a charge of the highest felony.

Upon this subject of the morning's talk, "The Relationship of the Magistrate and the Police," I speak with some experience, having been a police commissioner of this city for two years, and now having been in this office for nearly five years, I have had very unusual opportunities of looking at it from all sides. For a great many years the police and the magistrates in this great city were, if not antagonistic, certainly critical and unfriendly one to the other. How that grew up, I don't know. But it was the custom some years ago for the magistrates to criticize the police as a body, to berate them individually from the bench and, in some cases, where the magistrate made up his mind to either discharge or acquit, he placed the burden of the miscarriage of justice solely upon the police officer; it was all the fault of the police. That condition was very bad for the government of this great city. Whenever the police and the magistrates are antagonistic it is an open invitation to the lawless classes. The police and the magistrate are employed by the community for a common purpose and between them there should exist the most friendly and harmonious and sympathetic relationship. The police officer who comes into your Court is as much an officer of the law as you are yourself. All of the assumptions are in favor of his honesty, his truthfulness, his fidelity and his integrity, and before you assume anything else or arrive at any conclusions contrary to that, you should have positive evidence. To say to a police officer, "I wouldn't believe any policeman; I don't believe you," to have an attitude of unfriendliness to the police officer and unappreciative

sympathy with the Police Department is, in my judgment, a bad condition of affairs in the magistrates' court.

After I had some experience as Police Commissioner and at a time when I must confess, to be perfectly frank with you, that what some of the magistrates said about me almost equalled what I thought about them, I went over to London to make a study of the police conditions in that great city and afterwards wrote them out in an article entitled, "The London Police from a New York Point of View," and I can say to you that I was deeply impressed, if not converted, in the opposite direction from what I saw in the Magistrates' Court of London. Very frequently magistrates of the old regime would rebuke the police officer at once for an arrest with which he did not sympathize, and would say: "This citizen had no right to be arrested; you should have done so and so," and discharge him. I was astonished and pleased the first day I sat with the authorities in Bow Street Court in London to see an entirely different condition of affairs. In the first place, we had in New York a remarkable physical construction of our court rooms. I do not know whether any of you at any time were in the courts before 1910. While in a busy courtroom on a hot morning in summer here in Manhattan, the magistrate would probably have over a hundred cases to dispose of outside of the complaints which he passed upon and for which no writ was issued. Both sexes, all ages and conditions of good, bad, and indifferent citizens, were crowded into this place. (I am sorry to say the city of New York does not house its courts properly. Many of the court rooms are in dirty and forbidding buildings, sordid in aspect and unsanitary in condition. None of them, with one or two exceptions, are such as they should be. The most modern of the buildings seem to have been reared with no regard for sanitation or letting in fresh air.) This audience was crowded into the room; the attendants were all policemen detailed by the Police Commissioner for that purpose. You can take it for granted that a large, fat policeman, built on the Percheron type of horse, showing wide scenic area from the rear, and who had not been on the street to do police duty for fifteen years and whose hardest labor was turning on the steam in the winter and re-filling the ice pitcher in the summer,

got to this easy job of attendant by some influence and pull. At any rate, whether good or bad — and they were not all bad — these specially detailed men assumed an air of property in the room so that when an orderly citizen came there it was doubtful whether or not he would be permitted to enter. After you got in they had something like a lawn tennis net made of wire which enclosed the space we might call the bar, so you got a hazy notion of what might be going on within the enclosure. They had what was called the bridge, that bore no relation to a bridge up-State, but was a small platform raised about a foot above the floor, directly in front of the bench, so crowded that the citizen had no view of the magistrate because he was carefully screened by the large policeman, the lawyers and probably a gentleman from the neighborhood who wanted to remind the magistrate that the defendant was a kind husband and a good father. There was the lawyer, the interpreter, the witness, the stenographer, all bunched there. The judge couldn't see anything about him at all; he heard nothing because the proceedings were carried on in a sort of family consultation.

In 1910 the police were put out of these courts. The courts were to some extent reconstructed and made to resemble somewhat the courts you are familiar with and arranged so there was at least several feet between His Honor and the privileged characters who were in the bar. Now, in London, the police testimony is given in an open, public way; here the police and witness whispered and no one heard, not even the defendant, (no one bothered much with him; he only found out what happened after it was over). They leaned over and talked; the judge and lawyer talked. In London the first thing that impressed me was the radical difference in the arrangements of the court room. The policeman stood some little distance from the bench; the arrangements were such that no one came within seven or eight feet of the magistrate, so no matter who you were, you could hear plainly.

I addressed a thousand young policemen before they left the school of instruction last winter and I tried to impress upon them that one fault of the police was the way they drop their voices when testifying. In London, a man talks up: "Your Worship, about half-past eight last night on The Strand I saw

the defendant in front of the Gaiety Theatre; he was disorderly; I remonstrated with him and he became ugly." Here, we would hear something like this: "About half-past eight I saw this guy on the corner; see? Understand me? And I grabbed him."

In London the magistrate says: "Constable, do you think half a crown would be too much to impose upon this defendant; you say he hasn't been arrested for six months?" Constable: "Yes, Your Worship, about half a crown would be right." Magistrate: "Half a crown." The constable was part of the court. The magistrate and the constable are both officers representing the peace and dignity of the State and the good order of the community. They are both employed by the same power and authority; they are working for the people of London and England to enforce the law humanely, kindly, but firmly. That is the relationship that should exist between the police and magistrate.

We have advanced immensely in New York. What I have described isn't the condition now in New York. I have no hesitation both as a former police commissioner and a magistrate in saying that the police conditions of New York to-day are excellent. I am thoroughly convinced that this city of New York, considering the very complex and difficult problems in population, so intensely cosmopolitan, is one of the best policed and best governed cities in the world. The streets are morally cleaner than any city in the world of its size. Men come from London, Berlin, Paris, Petrograd, and they go out on these streets and say, "It is marvelous," and ask: "How do you do it?" The street-walking woman nuisance, the professional strumpet, is less in evidence to-day in New York than in any other city of anything like its size anywhere, and this has been brought about by the harmonious and friendly co-operation of the police and magistrates.

Of course, many policemen are young men and once in a while one of them is a stupid man, is not of equal intelligence to the others. If the magistrate sees that — if he believes there is a better case than the officer presents he can arrive at two conclusions. He can say that the policeman is dishonest and is throwing up the case or is stupid and does not understand his business, but the magistrate must not forget in any event that the

policeman is not a lawyer and does not know what the rules of evidence are and we must not expect too much of him. You never saw a finer body of men than the New York police; they are getting particularly good, clean, splendid looking young fellows among the recruits. Every judge knows it to be a fact that they mean to do well and mean to do right and the rare exception is the dishonest and lying policeman.

A policeman is apt to jump at a conclusion. "Officer, do you know this man?" Officer "Oh, yes; he is a common gambler." Of course that is a question of law, and when that case is appealed to the General Sessions, often they reverse the magistrate because they said he allowed the witness to state a conclusion instead of the facts. And sometimes the officer is very zealous. You have a right to expect that the policeman should be as impersonal as you are. The ideal standard is, first, an intelligent policeman, and second, an experienced policeman, an honest policeman, and a policeman that knows something at least of the laws of evidence. That is an ideal policeman. He buttons up his coat and goes on the stand, and under our rule here he gives his name first. "My name is John Smith; my number 13,434; twenty-fifth precinct." We do that to save time. He sits up in the chair like an officer and a gentleman. "At half-past nine last night, I was standing on 4th Street and the Bowery. I first saw the defendant walking slowly and going south. I saw he had a package in his hand which I have here and offer in evidence." The older policeman in New York come to know considerable law. Some are most excellent lawyers especially at the Night Court for Women. They are plain-clothes men who get evidence against disorderly houses; they are heckled every night of the year; they are cross-examined by the lawyers, and they are used to cross-examination. The policeman knows the law of evidence as well as the sharpest lawyer that comes into court; he known the distinctions made on appeal and what is the fact to be proven; he will not make a mistake; he will tell the facts right out, clean cut, and not add a thing to the simple truth. Now, a young policeman or an inexperienced policeman comes and gives you the impression that he is prejudiced against the defendant. There are two classes of police

witnesses: there is the policeman who is keeping something back; he is not telling you all; and there is the other class, he puts the red paint on good and hard. "Yes, I know him; he is a very bad character", and he adds a touch of the brush; he is not painting in truthful colors. Then the judge naturally protects this defendant. This man is unfriendly; I am not getting the truth here; there is personal bias. Of course that is improper on the part of the policeman, because the policeman ought to be as impersonal as the judge.

The police exercise an immense amount of quasi-judicial functions. There is a crowd and in the middle you see the policeman with his notebook. What is he doing? He is taking evidence. There has been an accident; a man is sitting there; he has a cut head, or there has been an assault. The policeman has come on the scene; he is the judge, and a good policeman is almost a professional lawyer, and if he is an intelligent policeman he keeps cool and calm and impersonal and dispassionate; he is getting the truth and on that will depend whether or not he makes an arrest; if so, we have the case. But if he decides to acquit him, he acquits him right there.

What is the police point of view of the magistrate? When I was Police Commissioner, if the magistrates had been elective and depended on the police force they would have all been out of office. I give you my word as Police Commissioner, without divulging the secrets of the great department, I was constantly being assured it was no use going to the magistrates' courts in certain kinds of cases, and I shared that belief to such an extent that we made raids without warrants on nearly all gambling and disorderly houses. I am glad to tell you they have ceased, but they were the best we could do then. The disorderly elements had challenged the law and order of the State and city, and we fought.

My work as chief magistrate is, in addition to its judicial functions, supervisory, administrative, and executive. I issue a large percentage of all warrants against disorderly houses, excise violations, and gambling houses. This is no reflection upon the magistrates individually or collectively, nor upon the officers of the court, but it was so arranged to meet a condition which hitherto prevailed. Under the old regime, we did not go to the

magistrates' court for warrants because of the leakage of advance information to defendants. A warrant was issued against John Doe, described five feet, nine inches, wart on his nose, etc., keeper of gambling house, and in many instances we found the gentleman with the wart on the nose had known about it long before we got there, so we started in. Now we have the support and hearty accord of the magistrates themselves, but we issue warrants from the central office of these courts. I have issued thousands of warrants in Manhattan and Bronx and now all over Greater New York. We issue the warrants in this wise: The police, who specialize in the matter of disorderly houses and what we might call the effective enforcement of laws against vice, are proficient in the matter of getting evidence and in the well-equipped headquarters of the inspectors the complaints are drawn by the police themselves. Sometimes a young policeman who has a natural aptitude for the law, probably has been a law student, will draw them up and they are well composed. They are brought to me and I read the complaint carefully and I swear the policeman and then issue the warrant which is numbered and that number is entered on the book. We do not enter the name of the defendant or disclose the place. Two police officers come in and hand me a complaint; the number of the place is not in the warrant; that is a blank space and no one but the officers and myself know where that place is. I say: "What is the number?" They say: "Number 45 West 45th street," and I write that in and initial it. After I have carefully examined the complaint and issued the warrant and numbered it, which number is entered in the book and made on the warrant, in order that there may be no abuse in withholding it, it must be returned within fifteen days to my office. Then I take it and seal it up in an envelope and address on it: "To the Presiding Magistrate, to be opened in Court," and the officer puts that in his pocket. Nobody has seen that complaint, except the man who drew it and the police officers who give it to me. Of the thousands of cases during the five years ending July first next, we have had a negligible quantity of failures to find the defendant, which shows the effectiveness of this method.

We have made great progress here in New York. The police and magistrates have both risen in public estimation. I have

seen the dark days in New York when in the popular mind there was a vast suspicion hovering over every policeman and every magistrate, when both institutions had sunk to low ebb in the public estimation, but I am glad to say to you that the office of magistrate in the city of New York is a dignified and respected one by everybody who lives here, that the body of the magistracy was never higher in the public estimation, that the police and the magistrates of New York have the confidence of the people whose laws they administer, that the magistrates' courts, are free from ulterior influences, and that the police of New York city are a highly intelligent, brave, courageous, upright, truthful and honest body of men.

I can go back to my own younger experience in a smaller community and remember what the relationship between the police magistrates and the police there was. Of course in the smaller circle everybody knew each other. The magistrate on the bench was "Henry" to the policeman who was "Mike." The magistrate knew the family pedigree and no one was trying to impose upon another, because the completed and intimate familiarity in which everybody in the community lived gave each one the knowledge of the other's character; but in a big city like this where there are ten thousand policemen and six millions of people and every race and creed that God has created or allowed on the earth, surging up and down on the avenues and pouring into these courts, no such opportunity is afforded us and no such relationship can exist.

The late Mayor Gaynor was a very sarcastic man when he wanted to be, and bitingly humorous. He once said; "the only thing wrong with you magistrates is you take yourselves too seriously." As a matter of fact, we take ourselves too seriously if we get inflated with any sense of vanity, but there is another way in which we do not take ourselves seriously enough. I heard many of my good friends say last night and this morning that they realized what a tremendous responsibility and what a great opportunity we have. I am only repeating what they said and what I have said myself very often, that I know of no office where the occupant has so large advantage in the way of doing good and such unlimited opportunities for evil as in the magistrate's office. There is not a day you go on the bench but you can do a good deal

and a worthy act, making the community a better place to live in, helping someone who needs help, and putting the heavy hand on the man who needs restraint. When a man or woman challenges the law before you defiantly, boldly, brazenly, when a vice springs up in the community, when it becomes a trust and commercialized with many behind it, and when the law and its officers are brazenly defied, put the heavy hand on them at once; be a courageous man; rise and be serious. You represent all that is good in the community; you represent all the traditions of the law; you represent all that the people want and you represent more than that,—the power of the whole people. Let them know that the law has an iron hand as well as a helping hand.

I am very sorry you have not had the opportunity to visit our courts. We have consolidated them under the Law of 1915 and we are going to make these courts model courts of their kind. We have done a great deal in New York; we have regulated street traffic, and they copied it in Chicago; we stated the night court for women; we started the first domestic relations court. When you come to New York I want you to come down to 300 Mulberry street and I will be delighted to give you every possible opportunity to see everything we do and ask any questions you want to ask me concerning their administration.

HON. BENN KENYON, RECORDER, AUBURN: We have heard discussed the relationship of the judge to the people and the people to the judge and now we have under discussion the general relation of the judge to the police authorities. This last, I believe, is as vital, because it effects the harmonious workings of the law and enforcement of the law in different cities. After the admirable way in which Judge McAdoo has covered the subject, there isn't a great deal left except so far as there may be a difference between this great city of New York and the situation as we find it in the smaller cities, from forty to fifty thousand and over.

The policeman is a peculiar person, due to his training and due to the conditions and circumstances which he runs up against. He gets a conception which is different from anybody's else in the world. To illustrate this, you may take in your community perhaps the most respected citizen that you have; he may be the owner of the bank, a man in whom everybody has explicit confidence, a

man who has never been under suspicion of any kind. You go down town in the morning and learn that perhaps he has been indicted for embezzlement and larceny and every policeman on the force will immediately say, "I always knew the old son-of-a-gun would get caught." Isn't that nearly a correct conception of the workings of the policeman's mind? In order to overcome this we must meet him on a neutral ground. Harmony is a necessity of proficiency in every machine no matter whether it is mechanical or the workings of our big corporations or cities; therefore, that we should come to an understanding between the magistrates and police is necessary that we may be harmonious in our workings and therefore proficient. One way, I believe, to increase this harmonious relationship is by having frequent conferences with your chief, the captains and lieutenants and sergeants in order that when a man is brought to the station a proper charge may be placed on the books. How many times you see a case brought in court go through the process of law and be thrown out because it was not started right. These men are usually men who are glad to inform themselves of the law in order that they may take care of their duties better, and therefore by frequent conferences with these officers you may get at the circumstances and facts and explain what is your conception of the law in order that they may better prepare to meet each case as it comes in.

There is another thing which we meet and that is the raids against vice or against infractions of minor laws. As an illustration, I will take the opening up in the spring and starting of automobile speeding. As is the case in other cities, we have speed traps; there is a day when the officers are set with stop watches in order to teach the people a lesson. That never appealed to me. I took my chief in my office with me and we said, let's put a notice in the paper on such and such a day that the law is going to be enforced on the automobile. The second day after arrests are to be made; some publication of that; the second day following that, more arrests made and fines increased and every time after that until we reach what we consider the normal. This gets the police in harmony with you and the public in harmony with you and it makes for better feeling.

Another thing which I think is a good thing. Our policemen go to the armory every week to drill and one day out of the

month, every fourth Wednesday through the winter months, we have a talk, one by the district attorney, one by the city attorney or corporation counsel, and one by the magistrate. In these talks the men and the officials can get together; they can compare notes. The district attorney explains to the men what his conception of his duties are and he also tells the men what he believes to be their scope of action; when a case comes to him, what he expects them to produce. The city attorney does likewise, dealing more especially with the local ordinances and regulations over which he has jurisdiction, and the administration of the general affairs of the city in reference to keeping order. Then the magistrate has an opportunity to talk to all the officers in a body and outline before them perhaps what may be necessary in the establishment of the different charges, to give to them his conception of the duty and the proper practice of an officer. Thereby the officers learn what their real functions are; they learn what their place is; they learn that they are to keep order in the first instance; to make an arrest where they believe the law is being encroached upon, but that there is still another authority to pass upon the case. He learns that the magistrate is the only man perhaps that has before him all the facts and circumstances which surround a case. There may be some things in relation to the different defendants which the magistrate must take into consideration in arriving at a sentence which he is satisfied to impose. All of these things by these talks you can get into the officers' mind and by them you can get harmony of thinking, so that the district attorney, city attorney, the magistrates, the officials in your police department and your patrolmen, all have the same point of view as to their different prerogatives and what their duties are and what they are expected to do.

HON. THOMAS H. NOONAN, CITY JUDGE, BUFFALO: I want to emphasize one or two little points of the many excellent ones that Judge McAdoo has made. Those of you that have been to conferences with me before know that one of my hobbies is that of a court with proper surroundings. It was my fortune once to go into the Westminster Police Court in London, and I was impressed by exactly the same things which impressed Judge McAdoo,—the absolute efficiency and precision with which things moved.

In the first place, the court is a court and not a theatre. It isn't constructed for the benefit of the maudlin populace that want to come and hear testimony of racy cases. The court I went into had two benches in the back for spectators' seats that wouldn't hold more than ten or fifteen people. The judge sat on a bench a little higher than ours; the prisoners sat over here on another bench all alone. The counsel was down in front of the judge, and one of the things that impressed me was the absolute fairness of the prosecuting attorney. It seems they have a system where there are a certain number of police prosecutors and if the police officer thinks the case merits the attention of counsel, they send for one. Now it wasn't the effort of the prosecuting counsel representing the Crown to trip the defendant into something and get him to commit perjury; the whole effort was to keep him from committing perjury. The case in question was for book-making. The statute had just gone in force; it has been an English custom to bet your head off on the races, and this fellow was charged with being a bookmaker and here was the way the Crown counsel went at it. "If I told you we can prove so and so" (I take it that if they had been able to prove that, the prisoner would have been committing perjury) "would you still testify to what you are testifying to now?" There was only one prisoner in the police court at that time. They had their prisoners in another room; they brought them in one at a time, so every minute the place had an air of dignity and order. One of the things we have got to reach forward to is to get police courts with good comfortable surroundings.

It will do Judge McAdoo and my other friends from New York good to know that what he says about the police and magistrates in New York is generally the current report up-State, viz., that you never had a better police department nor one run more honestly and efficiently. We get fine reports up-State not only about the police, but about the courts, and when we meet the good police magistrates that come up from here, we think that Judge McAdoo is very modest in his statement of the qualifications of the men that are serving in his court here.

There is one other point regarding the cooperation of the magistrate and police. I put it in practical effect last year in Buffalo. In July there was a concerted effort to raid a lot of

disorderly houses which were absolutely rotten. The restricted district, so-called, in our city, is rapidly undergoing changes. There are a lot of industries going in there and the houses they were after were the worst, where soliciting was from the window. The chief put a good bright lieutenant on the job who knew how to make a case, and he started in. He didn't go quite far enough. He would say, the girls would invite them in to have a good time, but I told him there were seven hundred and seventy different ways of having a good time, and for him to do so and so and go a little further. The result was when he got through with the cases he brought in you didn't need proof as to the disorderly character of those houses. The inmates themselves by their own conduct proved that. His evidence was in intelligent shape and they were all convicted and most were appealed and most were affirmed. That is an illustration of how a magistrate by friendly cooperation with the police officer can get things done, can lay the heavy hand on those that ought to have it, and let those who don't deserve punishment go.

We are confronted at times by chiefs of police who are not willing to assume their own responsibility and who make foolish raids, bringing in many poor cases. Then they blame the magistrate and go to the newspapers and say, "I cannot enforce the law because the magistrates do not support me." It goes without saying as long as we decide the cases on the evidence we can justify our conduct before the public.

JUDGE BRADY: We have the opportunity up-State to get into close relationship with the police authorities. The police magistrate should be the adviser of the police department. I have been frequently called at night by telephone by police captains or police sergeants or policemen to answer a question or to advise them as to this, that or the other. Our court is situated in the City Building of our city and the police headquarters are in that building and also one of the police precincts. The consequence is we are just one family, so to speak. Whenever matters of importance come to police headquarters, they immediately come to the magistrate if they feel that they want some advice, and I find that the closer the magistrate keeps to the police and the more advice he gives them in a friendly manner, the better results you

will get. These men know as well as we do after they have had some experience as police officers whether or not they are presenting a case worth while and when you pass a case and say that the evidence is not sufficient or the information is not substantial enough to warrant your taking action, if they have had experience as officers they know the reason of your action. We may be considered in that respect more fortunate than the magistrates in the city of New York.

Long ago I asked this conference to advocate the necessity of having the people represented in our courts. It is an important matter, so also is the matter of interpreters. An interpreter should be in our police courts, because of ten cases that come to our courts now there are not two in which you can proceed without the assistance of an interpreter. To depend upon some friend of the defendant or complainant is difficult and unfair.

JUDGE McADOO: About the people being represented in the courts. Here in New York county the district attorney sends a representative to court each day except to the Court of Domestic Relations. He has a numerous staff — about 53 in this county. In Brooklyn, or Kings county, we do not have a representative in all the courts every day.

Strange to say, the district attorney is not represented in the Night Court for Women, but as the so-called "unfortunate" woman is represented by everybody, I do not see why she needs any additional help. She has four or five philanthropic associations, individuals, and a woman lawyer who volunteers, so everybody represents the defendant in that court. There the judge has to try the case and make a record which is going to be reviewed, because we are dealing with a very delicate operation of the law and they appeal many cases, so he has got to make a record that will stand an investigation by the Supreme Court at Washington, if carried so far, as to her rights. By law, we must give the defendants all sorts of warnings. "Now, you can write your mother-in-law; be sure and tell your wife; send two telephone messages; tell your uncle in Omaha that the trial is coming off and you can get two stamped envelopes, and you can write and have a reasonable adjournment, and you can have a right to get a counsel, and you can consult your counsel." We tell them all

this before we put them on trial. After we convict them, we must repeat it. We have told him in advance, but we must tell him again, and cases might be reversed if we forgot to mention about the stamped envelope or the free telephone. We have to be sure to make an absolutely technical record, fire-proof, water-proof and dust-proof.

Now, about the interpreters. We have in all the courts in Greater New York interpreters who are provided for by law. The number depends on the action of the Board of Estimate and Apportionment. The only language not represented was Chinese up to three months ago. We get our interpreters from the eligible list of the Municipal Civil Service Commission, after competitive examination, and over here in Manhattan we have always made the rule to ask for a man who speaks three languages. We say, for instance, "Please send us an interpreter in this group: Yiddish, Italian, and Polish." Of course we speak every language except possibly the English in these courts. I got a Chinese interpreter, a graduate of Harvard, a learned doctor, for this reason. I had at one time two hundred Chinamen, charged with gambling and they were represented in groups by lawyers. One lawyer had five, one had fifteen, and I noticed every lawyer brought in his own interpreter. One interpreter had cut off his cue and had a cunning look and you wouldn't believe him on sight. You don't know what he is handing you. The other Chinamen keep silent; you read nothing from their faces. Unless we have a Chinese interpreter who is an official appointed by law and whom we know to be a man of integrity we cannot get along. Then it very often happens that these interpreters get in conflict as to what is being said.

Another case: A rowdy goes in and cleans out a chop suey house and wrecks the place and the Chinaman grabs the ruffian. The case comes up in the morning. There is the Chinaman, mild and with a black eye; there is the ruffian, and there is the officer. The officer says: "I heard this Chinaman yelling and I went over there." The Chinaman said something, and I ask, "Anybody speak Chinese here?" Not a soul. The ruffian is represented by counsel. "I represent this defendant; I demand his immediate discharge; he has been locked up twenty-four hours." You are

sure the fellow did what the officer thinks he did. You do not get the Chinese interpreter and of course you have to discharge the defendants for lack of the interpreter. We keep our new Chinese interpreter down at headquarters and I can get him on the telephone and send him to any court in any part of New York.

HON. BENJAMIN J. SHOVE: There is need of prosecuting attorneys in the courts of cities of the second class and also, I believe, of third class cities which are given exclusive jurisdiction of all misdemeanors in the first instance. Some years ago I discovered that I didn't have a sufficiently versatile mind to be both prosecuting attorney and judge in all cases of misdemeanors so I went to work and finally succeeded in getting a prosecuting attorney for the court in Syracuse. That was some six years ago and it has worked very well indeed. We did it in this way. We obtained through the Legislature the creation of a fourth assistant district attorney whose entire function was prosecution in the Court of Special Sessions in the city of Syracuse. That is his sole work and function and duty. He is paid half by the city and half by the county, and has worked exceedingly well. I find that he becomes the natural buffer between the police and magistrate for the reason that the police are required in a case where they haven't sufficient evidence to go to the prosecuting attorney and he naturally explains to them the law, and if the policeman finds he hasn't a sufficient case, he goes away satisfied instead of passing the blame to the magistrate.

One other suggestion in regard to this matter of the police and magistrate. I think the worst mistake a magistrate can make is the scolding or lecturing of the policeman in open court for an unintentional mistake made through ignorance of law. Of course, where we come to a case where we can clearly see that a policeman has taken his position to avenge himself for some private grievance that is a different matter, but the open scolding or lecturing of the policeman for ignorance of law or unintentional mistake, is, I think, the greatest error a magistrate can make in getting into a harmonious relation with the police force.

THE DETENTION AND COMMITMENT OF CHILDREN

HON. WALTER I. HOVER, CITY RECORDER, AMSTERDAM: The proceedings of this conference will be beneficial to the entire State. Uniformity of action by the numerous Courts of Inferior Criminal Jurisdiction will be thereby promoted. General laws defining and punishing crime have a State wide operation yet the actual outcome is a great variety of sentences for similar offenses depending upon the temperament and wisdom of the various judges acting within their statutory discretion. By these conferences the judges are enabled to ascertain the consensus of judicial opinion upon matters most frequently coming before them and thus avoid radicalism in imposing or suspending sentence. A man duly convicted by a court having jurisdiction of an ordinary larceny should not be disposed of lightly by one magistrate in one locality and severely dealt with should he happen to be brought before another magistrate in another locality. Radicalism, favoritism, temperament should never enter a judicial decision. There is no better way to avoid such extremes than general conferences of all the magistrates of the State. If the magistrates themselves would appreciate this and endeavor to be present on such occasions the wisdom of creating this association would be fully vindicated. Owing to the shortness of the terms of the up-State magistrates and the meagreness of their compensation the tendency is to get along the easiest way possible with the least effort and expense. There is, therefore, a lack of harmonious, judicial action throughout the State on the part of the Courts of Inferior Criminal Jurisdiction and easy judges are found in some jurisdictions and hard ones in others.

The children of the State are its chief asset. It is within reason to say that in the brief period of thirty years nearly all of us here assembled will have passed to another forum. The men of business, lawyers and judges of to-day will then have been superseded by the children of the present. The State does well in providing for its aged and incompetent, those nearing the horizon's edge, those illy treated by nature, but it does better when it cares for its little children and compels those in immediate charge to do likewise.

The doctrine of *parens patriae* is a beautiful conception of the overshadowing fatherhood of the State. Government among men

arises to its highest levels when it gently yet firmly places its strong arm around its little children. By this is not meant an overweening paternalism on the part of the State, but that interest which compels the delinquent parent to fully discharge his duty to his children and intervenes to protect them from him and from the dangers of the world where such intervention may be necessary. No concern of the State rises superior to this; no municipal function pays a larger dividend.

This ancient doctrine of *parens patriae* in respect of children has been mainly applied to their civil interests. The power involved in it has been administered through the chancery and courts having an equity side in civil matters for many years, but it is comparatively recent that the wardship of children in criminal matters has been effectively recognized by the State. The late proposed constitution took cognizance of this and notwithstanding its defeat the idea of the State's super-guardianship in matters penal as well as civil has not and cannot be defeated. It is now provided that a child under sixteen cannot be convicted of a crime except in cases punishable by death or life imprisonment. With these exceptions such a child is not indictable and can be adjudged guilty of juvenile delinquency only. Thus the State recognizing the frailty of its wards intervenes to protect them from the ever embarrassing record of a criminal conviction. Thus the stigma of the odious word "convict" is enjoined from attaching to them in their early days and from hounding them to their graves. While equity jurisdiction by the present constitution is vested in the Supreme Court, yet Children's Courts, within their statutory discretion, in effect exercise a part of the power.

Having thus set a limit to the power of its courts, within that limit they have a large equitable jurisdiction particularly in children's cases and it was one of the purposes of the late proposed constitution to further amplify it. In all such cases the judge should be free to inform himself of the particular case from all reliable sources of information, should not be hampered by technical rules of evidence and procedure, should be free to make such disposition of the case as justice, the welfare of the child and the protection of society may require.

The magistrate is frequently called upon not to try, convict or punish but to talk to and warn a disobedient child. In such cases

the court in effect exercises pure equity powers in their simplest form. In many such cases the awe of the new situation, the kindness yet firmness of the magistrate may so impress the little offender that nothing further is required. This proceeding is entirely informal, without publicity and without record of conviction. And it may be that the judge to insure future good conduct places the offender on informal probation under the oversight of the probation officer. Personally I have found this a sufficient and effective remedy in a great many cases.

Proper and secure detention quarters should be provided for juveniles awaiting parents and friends, awaiting trial, or awaiting execution of commitment. Such quarters should not resemble a jail but they should be so secure that the defendant cannot escape. I am the more impressed with this necessity from the fact that certain boys having business with the Recorder were found missing when wanted. In many cases the custody of children pending hearing can be entrusted to their parents but there is a possibility that some parents might connive to get the child out of the jurisdiction and thus safe. Secure and proper detention quarters should always be accessible.

The probation system avoids the necessity of commitment in many cases. This system is a direct outgrowth of the doctrine of *parens patriae* to which I have before alluded. It has proved very effective in juvenile cases and I have not hesitated to use it freely in disposing of juvenile delinquents. The child is the true probationer. With him the probation officer has the greatest influence. It is he who daily redeems himself from the slips of yesterday. Probation for adults in many cases may be good but in children's cases it is invaluable. Certainly a person of maturity has less claims upon clemency and upon "another chance" than the young and inexperienced. Under this system the child has not only the benefit of the advice of the court but the closer touch of the probation officer whose paternal influence and powers under the direction of the court are very wide. Probation to be effective must be gentle yet firm. It must not become common knowledge among the boys that the probation officer is a joke and that nothing will happen if he is disobeyed or disrespected. The court should stand back of him and assist him in maintaining discipline and not abandon the case upon its delivery to him.

Commitment may ultimately become necessary and when the proper time has arrived the court should not hesitate. After probation and reproof have proven failures let the court fearlessly commit to some suitable institution. To allow the blandishments of friends or the persuasions of parents to interfere with proper judicial action in such cases is to discriminate and to destroy the discipline and authority of the court. Many parents strenuously object to the commitment of their children to proper institutions not knowing the advantages to be derived therefrom, and some parents seek such commitment to get the support of the child shifted off onto the municipality if possible. All these sinister considerations must be ignored by the court. If the time has come to commit let the commitment be made. If the parent is seeking to rid himself of a just and natural responsibility arraign and commit him also. Very seldom is there a case of habitual truancy from lawful instruction brought before the Recorder of the city of Amsterdam these days. And consider, we have a population of 35,000 including many peoples from foreign lands having large families. I believe that truancy has been effectually curbed by the vigorous action of the attendance officer and by the court fearlessly punishing delinquent parents in some cases and committing the little truant in others.

In most cases of concerted action among juveniles there is a ring-leader. A minor offense will be committed and the offenders brought before the court will range in age from the very young to those of sixteen. In such cases the court should endeavor to discover the inspiring genius and if he deserves it, commit him to some proper institution both for his own good and for the moral effect of the example. The rest of the boys may get off on probation but the thought of the sudden and ignominious downfall of their leader will long linger in their minds. Such action by the court will effectually break up crowds and gangs of boys who are not bad at heart but easily led by a more sophisticated associate.

It may be necessary to commit a child through no fault of his own but for his own protection from the influence and abuse of evil parents and mean surroundings, from his being cast upon the world a little vagrant without visible means of support. In such cases the real equity power of the court is exercised and the

State receives its children as its own. In reality the child is not convicted of anything but is simply put under the shelter of a good institution. Let the prosecuting authorities also see to it that those immediately responsible for the conditions are apprehended and punished. I doubt whether the court after having made a regular conviction, judgment and commitment has any authority over its own works. Magistrates' courts are limited in their powers by the statute governing their creation. After a case has finally passed through a magistrate's court and has proceeded to execution of sentence without doubt, as to that case, the court is *functus officii*. There may be power to correct an irregular commitment but hardly power to vacate a sentence or to resentence. Yet the court will be beset by parents and friends that he change his decision or release the defendant from the custody of the institution to which he has been committed. I have found that the assumption of authority to do these things has not worked well. It destroys the authority and discipline of the court and the authority and discipline of the custodial institution. If it is done in one case it can be done in the next and so on. If it is done in one case and not in the next then favoritism is charged. The only safe way is to be very careful in making commitments and after due deliberation having made one stand by it. Let the court begin to trifle with its own decisions and its usefulness begins to end. If parents and guardians understand that when their children are taken from them by the kindly intervention of the law they will have to remain without discrimination under the rules of the institution a reasonable time, they will be more careful to see that they do not get committed in the first instance. There is a quick and sure remedy by appeal in such cases by which errors of the committing magistrate may be corrected. To make men, boys must be taught to obey, to respect their elders, to respect law and order and to know who is boss. Many children are spoiled at home and when they get into children's court endeavor to run the entire proceeding. In such cases the court must not allow too much interference by parents or friends. If the authority of the parent in children's court is to override and supersede that of the magistrate he may as well close his chambers and go home. Let the court act gently yet firmly. Let moderation govern the entire proceeding.

There is a wide difference among juvenile delinquents in their views of a court proceeding. I recall a case coming before me of a young lad up for juvenile delinquency whose manifestations in court closely resembled those of a wild animal. On being sentenced to Industry, he began to rage, bucked his head against the chairs and furniture, yelled vociferously and could only be restrained by the intervention of the court officer. This boy seemed to be utterly without respect for his parents, the law, the court or anybody else. The last I heard from him he was doing well at Industry. On another occasion a lad whose case had been adjourned came into court on the trial day with his valise properly packed ready for a trip and a smile on his face. Between these two extremes all shades of character and temperament manifest themselves.

In a city the size of Amsterdam the court cannot give its entire attention to juvenile cases. The Recorder has to hear and determine domestic relations cases, misdemeanors of all grades where the defendant elects to be heard in that court, and cases of felony coming before him in the first instance as committing magistrate. It must be confessed that the structure and jurisdiction of the inferior criminal courts of this State rest upon a very unscientific basis. There is a lack of uniformity in jurisdiction and an inadequacy of jurisdiction. Throughout the history of the State the development of criminal procedure seems to have lagged far behind the civil. The inferior criminal courts are courts of first instance, very close to the people and should greatly interest the people.

A child committed for juvenile delinquency is in no sense committed in punishment of crime. The sole object is to correct and benefit him and protect society from his going from bad to worse. The court making the commitment cannot foretell how long a time will be necessary to accomplish these results. It therefore is difficult to impose a definite sentence as to time. As the sole object is the betterment of the child the institution to which he is committed and under whose care he is, can better determine when that has been accomplished than the court out of whose sight he has passed. It seems to me that unless some specific statute interferes it is better to commit indefinitely under the rules of the institution.

There are in the State many institutions having authority to receive children, created under a series of special statutes. Some of these are State institutions and some are of an educational and charitable nature. Here also is a lack of uniformity in jurisdiction and discipline. To avoid commitment for a definite term and to avoid court action to terminate the commitment and to prevent the commitment from becoming a continuing source of revenue to institutions having authority to charge back the expense thereof to the municipality, institutions authorized by law to receive children should be allowed to detain them no longer than their general improvement and conduct warrant. Their release should be forthwith reported to the committing magistrate or his successor in order that the child may be looked after by the local probation officer. Such institutions receive children not as criminals but as wards of the State and *pro tempore stand in loco parentis*. They can much better than the court determine when a child may safely be returned to parents or friends. Their guardianship should be carefully supervised by the superior powers of the State. Further, a discharge to be earned by good conduct is the highest incentive to that conduct. In this way the courts will be relieved of the necessity of imposing definite sentences in matters which so intimately involve the future, and of subsequently interfering with their own decisions. Favoritism or undue influence should never effect a discharge. It should rest entirely upon merit. Such action would secure the best discipline. If by any possibility it be found necessary, to maintain the discipline of the institution, that those there committed be held for a definite time, that time should be the shortest consistent with general improvement and good behavior. I think that those released from State institutions under the supervision of the State parole officer should also be subject to the oversight of the local probation officer, he to assist and coöperate with the State officer. I think that the automatic discharge of a child upon the expiration of a fixed term imposed by the court or at the end of a definite period fixed by the rules of the institution, without regard to his improvement and prospective conduct closely parallels the procedure in an ordinary criminal case. For these reasons it occurs to me that under careful supervision the managers of the institutions receiving children on judicial commitment are in a better

position than the court to determine the question of release. As in chancery so here, the welfare of the child is the primary consideration.

The true forum for the adjustment of juvenile cases is the home. Over-indulgence of children is as bad if not worse than neglect. The first leads to affirmative wrong-doing; the second to wrongful omission. There is more hope of the neglected child than of the pampered, over-indulged, self-willed one. The boy who has passed through the hard places of life and has had to fight his way up will succeed, while the pampered one languishes along the primrose path. In the olden days great men arose without the aid of children's courts, probation officers and juvenile institutions. To develop stamina a boy must be a boy. He must learn by experience. Those qualities which make men must be developed not extinguished by home or institutional training. And that Judge who so transforms an unruly boy as to command the thanks and respects of that boy grown to a man, will be an honor to the bench even though it be of the police court. While the higher courts are determining property controversies and adjudicating upon specific rights between individuals and corporations, the humble police courts are trying to make men for the future state.

HON. JOHN J. McMULLEN, POLICE JUSTICE, SCHENECTADY: To those familiar with juvenile court matters a definite rule for the detention and commitment of children is impracticable. The treatment of certain problems, however, may be more effectively applied by a methodical consideration of certain elements. With this purpose in mind, we may, without regard to arrangement, divide the subject into the following topics:

1. The nature of the offense.
2. The moral caliber and hygienic habits of the home and associates.
3. Mental condition, habits and sensibilities of the child.
4. The place of detention and its corrective influences.

1. The nature of the offense.—In considering the nature of the offense, we must always give to the young a presumption of lack of criminal capacity and remember that mischievousness in a child may appear criminal, measured by the standards of adults.

In the absence of other persuading elements, whatever the nature of the offense, supervision under normal conditions at home is indicated.

2. The moral caliber and hygienic habits of the home and associates.—The importance of these elements in determining the disposition of a convicted juvenile cannot be over estimated. They constitute the influence called "environment." So potent a factor in determining the permanent character of the individual is environment, that during the process of physical development the human having a criminal tendency, whether caused by a definitely abnormal condition of a brain center disturbing the balance and coördination called "normal" or by a sub-normal condition with a like result, may be affected and generally corrected by environment in its broadest sense.

3. Mental condition, habits and sensibilities of the child.—It is only after a careful investigation and consideration of the mental condition, habits and sensibilities of the subject that the relation of environment to corrective influences can be determined. Children with gentle natures respond more freely to treatment intended to stimulate sentimental impulses with punishment as a fear, while aggressive, rebellious children frequently yield more readily to sterner treatment with kindness as a reward. The commitment of a child of delicate sensibilities should be resorted to only as a last measure, while persistent obstinateness must be discouraged before any corrective influences can have potency. Often, after a short commitment, less than one week, a rebellious child will return with a satisfactorily changed attitude.

4. The place of detention and its corrective influences.—Where commitment is clearly indicated, we should in every instance acquaint ourselves with the policy and character of the institution before committing. It is difficult to think of a juvenile delinquency which justifies the detention or commitment of the child in any place devoid of a sympathetic administration of discipline. The corrective influence of detention and commitment of children must always be considered. We lack suitable institutions.

The Department of Public Health of the State of New York figures that for every life saved whether by the reduction of infant mortality, the cure of a tubercular patient or otherwise,

the wealth of the State is increased five thousand dollars. The true criminal is not an asset but a liability, a menace to society. Efficient, corrective treatment of the juvenile delinquent by the same measure is of greater value to the State.

It is deplorable that a policy of false economy deprives us of the necessary institutions to properly detain and commit children. Roads, canals, monuments, junketing trips and luxuries generally are allowed in the State budget as essential. Curtailment is accomplished by cutting the allowances to the State Training School at Hudson, the Rome Custodial Home, the State Farm for Women at Valatie, the State Colony for Boys at Industry and other institutions of like character. One of the most important matters relating to the detention and commitment of children is the absolute inadequacy of suitable institutions within the State of New York and it behooves us to properly present and urge upon the administration of the State the grave importance of providing fitting places for the detention and commitment of children.

MR. CHARLES L. CHUTE, SECRETARY OF THE ASSOCIATION: In many smaller cities of the State they continue to send children to police lock-ups, and in a few cases to county jails, where they come more or less in contact with adult offenders. They still do that even in Utica. Boys are continually being sent to the lock-up and are not kept separate entirely from adults. That is a bad thing. I think we should advocate an entirely different kind of place for children awaiting trial and investigation, a place for examination and observation.

PROBATION OFFICER D. J. WHITE, NEW YORK CITY: If I have a boy on probation and he violates the conditions of probation, not very seriously, I cannot do anything but return that boy to court and send him away for an indefinite period from eighteen months to two years. A boy shouldn't get eighteen months for a thing of that kind. We should have a detention home where a boy could be sent for treatment, a highly equipped and organized institution along the best child-caring lines where the boy could be sent and where they could have psychologists and medical men examine the boy to find out what should be done with him. This institution should be under the management of the judge.

You could commit a boy to this place for two or three weeks or two months or four months, for instance. If an environment was unsuitable then you could hold the boy for three or four weeks until the family got a chance to move. Sometimes he is not fit for probation, yet you shouldn't send him away for eighteen months or two years. However, in New York City, there is no place of this character since the Brooklyn Disciplinary School has been done away with.

JUDGE SHOVE: I am wondering if our experiences in Syracuse would be at all helpful in regard to these matters. First, as to how we got a detention home. The justice there carried on a propaganda of education for some four years in this way. From September until May he practically spoke some two or three times a week before every church society, Sunday school or men's or woman's club that would listen to him. That propaganda was carried on, a sort of campaign of education, until the city administration admitted that if the justice would draw the law the time was ripe; so we obtained it. I think the most telling argument that was made during that propaganda was this simple question which was invariably asked of men before ministers, teachers and all classes of people; whether or not there was any man in the audience who had not committed in his boyhood some offense for which he could have been committed to a penal institution and if there was such a one in the audience to raise up his hand. Of course no hand was ever raised. I think that was the most telling argument advanced.

Now in regard to the practical experiences we have had in regard to detention homes. Of course, it is of immense use in the case of the ungovernable child. As you all know, the average child of all classes,— it doesn't make any difference whether rich or poor — feels no sense of obligation to his parents. I think that is true of boyhood throughout; that that is a sense that comes to him very late in life and sometimes not at all. We are all familiar with the young loafer 26 or 27 years of age, who has never done any work in his life, living upon his parents. In the case of the ungovernable child a week's detention in the detention home under proper supervision, teaching him some obligations that he owes to his parents, we find of immense use. Of course, in all serious

cases we hold for medical examination and for mental examination as well. We are especially favored by having a psychopathic hospital very close to the detention home and we handle those cases that way. Under the law, we can keep a child thirty days in this detention home. We find thirty days sufficient, ordinarily, to handle these cases.

A word about bars and bolts upon detention homes. There our experience may be helpful. Of course, primarily a great deal depends on the personnel of the superintendent and matron. We had a superintendent from whom escapes were frequent and the more bars and bolts he succeeded in getting upon the detention home, the more the escapes. We changed that policy and worked it out this way. As soon as possible after a child is brought into the detention home the justice is informed. He sees personally the child, pending the arrival of his parents or guardians, and has a talk with him. Now, if the child is committed regularly to the detention home for a certain number of days he is put upon his honor by the justice himself. It has been found in Syracuse that this must be the personal work of the judge. In other words, a probation officer, the superintendent or matron doesn't seem to make the needed impression; but the fact that the man who has the future disposition of the boy in his hands places him upon his honor, seems to be sufficient. The boy then is put upon his honor; and upon his pledge of honor he is allowed to attend school, coming back immediately at noon; if the school is far away, he is allowed to take his luncheon, but coming back immediately after the close of school, that boy goes to school regularly; he goes to church on Sundays to his own church, goes by himself, comes back. We have been working under that régime for some two or three years now, and we have no more escapes. The boy simply goes and comes back to the detention home and it seems to work admirably in Syracuse. Whether it will work in other places, I know not, but it works all right in Syracuse. The boy comes back invariably; the result is we have some wire screens on some of the windows but no bars; of course one should use common sense in regard to the method. We had a Macedonian boy recently charged with assault in the first degree, yet juvenile delinquency because under sixteen. In that case our detention home was not deemed

sufficient and we had him detained in the matron's department under the chief of police; but in the ordinary case of juvenile delinquency we find simply by the judge putting the boy upon his honor, he comes back every time.

PROBATION OFFICER WHITE: Wouldn't it be a matter of economy for the detention home to be equipped to handle the boys anywhere from a week to four or five months? We found that 184 remands to the Brooklyn Disciplinary School saved the city thirty thousand dollars and the boys came back and were successful. Why send them away for eighteen of twenty months or two years?

JUDGE SHOVE: The idea we should all strive for is the Cleveland idea; that is, of the farm school run by the city itself that is both a combined truant school and detention home for boys; that, of course, is the ideal thing; but where the detention home is right in the city itself, it has been our experience that thirty days is about as long as we can use it in any case.

JUDGE BRADY: Judge Shove has made a very valuable suggestion here. With reference to the manner in which he endeavored to bring about a consensus of opinion in favor of the erection or maintenance of a detention home in Syracuse, he says that whenever opportunity presented itself he spoke. I take it he created the opportunity himself on several occasions. It is a valuable thing on our part as magistrates, whenever opportunity presents itself, whenever request is made, to answer the request, to accept the opportunity and get before the public and talk upon the various matters of importance to the public, matters that we have to deal with day after day. If we do, I am quite sure in a very short time we will find in the several communities in which such action is taken that the people will begin to realize that the court is of some consequence and that the work it does is of some value to the community.

FOURTH SESSION

Saturday Afternoon, January 22, 1916

PROBATION FOR JUVENILES—WHEN IT IS APPLICABLE AND WHEN NOT

HON. JOSEPH H. BEALL, CITY JUDGE, YONKERS: I had intended to deliver an address to you men a year ago, but Providence intervened and kept me in St. Luke's Hospital. I am happy to consider this topic with you who are trying to work out these age-old problems. There is very little of it that leaves room for discussion. I take it that you men are continually pressed with the same questions involving not only juveniles but adults, and we all know that the juvenile problem is the one that best can be solved. The adult problem is a serious and very uncertain one.

There are many laws that we have that are inferior to the laws that the ancients had. There were many laws that the Greeks made that were better than the laws we have on certain subjects. The laws of the Romans were better in many respects than the laws which we have, and yet we have what they did not have: the attempt to help the child.

If you ask me to answer this question as put on your program here today, I will tell you that I cannot, and I have tried six thousand boys. That is only a few compared with the City of New York, I know, but I am in the position of the little girl who told me once when I was investigating her case, and I asked her about the situation of her father: "I am very glad to say that he has neither too much money or too little; he is fortunately circumstanced." So with reference to this question of probation I have been fortunately circumstanced. I have a city big enough and with a population complex enough to furnish much work for my probation officers, all that they can do, and on the other hand, the problem isn't so big that I cannot handle it.

After all those laws of the Greeks and the Romans, we come back ultimately to the Jewish law and to the Scripture, and to the infinite charity and kindness of the man Christ, who replied when

they asked him, "How often shall I forgive my brother, seven times?" "Until seventy times seven." That is not our statute law, and yet it is our moral law, whether we be Hebrew or Gentile. So I say to you in answer to this proposition as to when juveniles should be put on probation that I know they ought always to be for the first offense. I have one great big fundamental rule in my court and that is this, that no boy is to be ever sent away to an institution unless he is dangerous to other boys, always with the exception of course that his home conditions are such that he must be taken away. So far as the boy himself is concerned, no boy goes from my city to any institution unless like a bad apple in a barrel, he is endangering the morals of other boys. Because there is no home, in my opinion, where there is affection, where there is love, where there is assistance, that isn't a little bit better than an institution. I have made a radical statement to you when I said that. You men know it, because you are charged with a great responsibility; you are dealing with the liberties of others, adults and children, probably exercising the profoundest function, the highest duty that can be devolved upon men. I know of nothing greater than that, that there should rest in your power the liberty of a human being, whether it be a man or a child, high or low, rich or poor.

Let me illustrate this for a minute. I am going to tell you about something that I told the State Probation Commission's people in Albany. It comes to me as the most apt illustration of this thing. I had years ago a case where two boys eloped with a girl. One of them was an apprentice in a drug store and they agreed that he should, and he did, administer chloral to his employer. He drugged him by putting this chloral in his soup and then they opened the cash drawer and took two hundred dollars. They took the girl and went up to Seneca Falls, N. Y. Now I am mentioning this to show you the seriousness of the proposition. That is one of thousands, and it is serious. Take the elements of crime. Consider, you men who are dealing with crime every day, that that was not a crime of impulse, that it was studied, that it involved the risk of a human life, that it involved the virtue of a woman, and was a great big problem. When I came to it I found that there had been nothing against

either one of those boys before, nothing in either of their histories or their families that justified, it seemed to me, any harsh action. I tried out probation in that case, and this is why I say to you that all cases in the first instance are cases for probation. One of those fellows is now a very prominent official in a railroad which you would know the name of if I mentioned it, and the other is the foreman of one of our great factories in Yonkers today. It was a case for probation.

Only this week I had a case where a boy shot another boy. That classifies itself differently, as a crime of impulse. The boy shot the other boy quickly. Fortunately he didn't kill him and I let him go under probation. That was a case for probation. So it is that my general rule, taking the boy's side of it, is broad and wide and large, and in the first instance, in the first offense, probation is always advisable.

In truancy cases we have had great success; probation is the best remedy for truancy that we have been able to find in my city. I say I have tried probably a thousand boys a year and one hundred girls and yet on the girls' side we have not made a success. There have been failures on that side of the question that have challenged my conscience and my judgment, and things have happened that made me regret I was ever a judge. There is a difference, of course, in the physical and temperamental constitution of men and women. I have had no success, practically none, with probation among women, except in suicide cases. Of course, the question of suicide is a very fascinating study, if you don't have to deal with it. Curiously enough, the only humorous phrase in the Penal Code is contained in the section with reference to attempted suicide, because the great law givers say that suicide is a crime against society and is constituted a felony, but inasmuch as the successful perpetrator of it is beyond the reach of human justice, therefore no penalty is fixed. That is delightful humor to my mind, but it isn't humorous when they try it and don't succeed. I have found in suicide cases that there is only one remedy and that is kindness. I have had an understanding with all the district attorneys of my county for ten years that I should handle suicide cases myself. I have to hold them and they are sent to the grand jury, but it is generally understood

that nothing will happen to them, and I am to take charge of them in the meantime. I have found in that line of cases probation is wonderful and it is the only thing that could be done, because manifestly if anybody wants to kill himself he is going to do it; you cannot keep a man from killing himself by locking him up in a cell. I have had men commit suicide in jails and in hospitals.

Out of the line of discussion that is laid down for me by my text, I want to say this to you, that in my last annual report this curious thing occurred which I knew was true, but never have been able to prove by figures, that beginning down at eight years of age the number of boys arraigned in my court each year run up by an ascending scale until thirteen and then they drop; that from thirteen years of age to fourteen there was a drop of forty per cent. and from fourteen to fifteen they pretty nearly disappeared. Which shows this: that if you can keep a boy out of an institution if you can handle him and bring him along over that precipice, past that dangerous age where he gets sense, you will work the thing out.

I am very proud of the probation system that we have in my city, because I established it myself. We take in ten thousand dollars a year in the Domestic Relations Court and pay it out in dribbles of one and two dollars a week to people that need it. This is a good thing in that complicated city of mine with all manner of people coming from all the ends of the earth, from Assyria, from that great dismembered nation, Poland, with her three sub-divisions, from Russia, from Italy; all manner of people brought there by those great factories that we have,—good people at heart, but misunderstanding the nature of our institutions and unable to look after their children. Probation has helped me tremendously. I could never have gotten along without it, and I am going to answer your question here by saying again that every first case is a case for probation unless the home conditions are such that it is impossible to work it out.

We are living in a new age, certainly the most potential and tremendous age that men have ever lived in. There has been, probably, more of development not only material but Christian, in the past hundred years than there had been for the previous

thousand. It was only a hundred years or so ago when they executed a man by putting him on a gallows and hung him and his body hung there until it rotted, under some feeling in the then idea of justice that that prevented crime, and it is only a little while ago when the jail was nothing but a cistern where a man was let down into the ground and left there with the water and slime and frogs crawling over him. There has come to mankind a spirit of humanitarianism. It has been embodied in the laws; it is being practiced by the judges. The question of whether a juvenile shall be placed on probation or not is a question for the judge to look back upon his own life and see what his own school-boy friends did, to consider whether he did the same things this boy is doing, and when the judge does that he will find pretty nearly every boy is a fit subject for probation.

HON. ROBERT WILKIN, JUSTICE, CHILDREN'S COURT, NEW YORK CITY: Attending a function in the Court of Special Sessions the other day on the retirement of Judge Fleming, I listened to a very learned and kindly talk by the Ex-Chief Justice of the Court of Appeals, and in his remarks he made use of this expression: "I am not sure that I agree entirely with the new idea that seems to be prevalent now that the criminal law should be entirely cleared of any idea of punishment for crime committed." I had and I have had for a long time in my mind the same idea, but I would express it perhaps in a little different way. The criminal law and our dealings with those who do things that are unsocial and are offensive or hurtful to others in the beginning perhaps were intended to express retaliation. I think perhaps that that idea of the feeling of the community has been overworked. It is human nature. If a man steps on your toe in a car you are right up in a minute to repel it. I know that to be the case if anybody steps on my toe. And carrying out that idea I have felt as was suggested to me by the then superintendent of the New York House of Refuge one day when I was talking with him. I asked him what about his population there and it was about the time when probation was being generally introduced. "Well," he says, "they are over-doing probation; now everything is probation. The idea seems to be that when you have a boy and he has committed an offense that he is always to be put on probation and that probation

is a punishment. They are not sending boys here in anything like the numbers they did. The pendulum will swing the other way sometime, until we get back to a normal condition."

I agree entirely with everything that Judge Beall has so well said. I look at it, however, in somewhat of a different way, perhaps only expressed differently. I am quite sure that if we had talked over the matter beforehand, I wouldn't have had a word to say, because he would have covered this too, namely, that every case that comes before any of the judges is one that requires not a general rule, but a special rule applied to that particular case. I have often said that my idea of the treatment of juvenile cases is one rather along the line of a moral clinic; that it is the province of the judge to examine the case rather as a physician diagnoses a case that comes before him, than as a great being who represents the power and authority of the State to administer pain and suffering. For that reason, it seems to me that while, if you like, we should banish every idea and thought of infliction of punishment for the sake of administering pain; at the same time we should try if possible to instruct, to infuse into the juvenile before us the idea that his act is an act that he would not like to have performed or perpetrated against him, as well as to, if possible, give him an opportunity to understand his condition.

I had a case, a first offender in the sense that he had never before been before the court, a boy fourteen years of age who was delivering newspapers and did it in a part of the borough where the houses were separated somewhat. On this particular occasion he went to deliver his paper at one house and he saw the woman who had lived in the next house come out of the door, go down the step, out the gate and down the street. He delivered his paper and went in there with a paper in his hand, knowing the door was only latched, found a coat inside with some twenty-two dollars inside the pocket, took the money, went out of the house and as he was going down the street the owner saw him come out of the house. "What were you doing in that house?" "Delivering papers." "You don't deliver papers there." "Oh, yes, I do." "I live in that house and you come back with me and let's see." He found no one in the house and made some investigation and

found the money missing and found the money on the boy. He was brought down before the court and pleaded guilty, as they frequently do, and the question arose what disposition to make of this boy.

It developed from the detective who had investigated the case that that boy had been involved in something over forty cases of that kind, which we would call burglary if committed by an adult. They couldn't find out where the money went to or who it was that committed these offenses. The question came up what disposition to make of the boy. Prior to that time, so far as anyone knew, there was nothing that would indicate a criminal record or character in the family or in the boy. It wasn't an easy problem to solve, but to make a long story short, after looking the case over thoroughly, I placed that boy on probation. After talking with him at considerable length and going into the matter very thoroughly, I felt that that was the wise thing to do. Now, that case is about four years old, I think. The boy has been working; he had his working papers shortly after that. He has been working since that time and he has paid back to the people he had stolen the money from some thirty-two dollars, and he assures me and assures the probation officer who has charge of the case that he is going to pay back every cent that he stole. I am quite sure that when the case first came up, some of those who knew what I had done said that I had made a great mistake. I don't believe now that I did. The restitution, the continuing penalty, if you like, of returning that money, depriving himself of the benefits of his labor which is now honest, I felt was a dignified plan and basis which would benefit the boy. I believe today that that boy is going to be a better citizen, and I believe the boys in his neighborhood who know of that case are going to be better citizens than had I sent that boy to the House of Refuge.

I have another case that developed only a day or two ago. Here is the case of a boy whose parents died when he was young; we haven't been able to find out very much about them, but what we do find is not against their character and up to the present time aside from one particular matter we know nothing against the boy. After his parents died, he was taken by a relative to be cared for. He is a good appearing, presentable boy, aged about

fourteen years. He has a way about him that is very taking with people. When his relatives died, he was so well liked for his general characteristics that a man in the neighborhood with a boy of his own took him into his house; fitted him out; took care of him, and then the boy stole some seventy-eight dollars from him and ran away. It developed afterwards that the boy had been systematically stealing from a number of people in the neighborhood, but at the same time, while we have that unofficial record of speculation against him, the gentleman from whom he stole this last money said to me only the other day: "I want that boy back again. He is no relative of mine; I have no interest in him except I have made up my mind that I am going to make that boy a good boy; if you send him to an institution I will follow him along and I will try to take him back again when he comes out. I understand his case; I understand his attitude better now, and if you will let this boy go on probation and under my care I am quite sure I shall be successful in pulling him through." That is a case I also put on probation. I speak of these cases because they are difficult to handle from the point of view of the outside public and these are the ones that trouble us more than the ones in which everyone says, "Let him go on probation; he has been a good boy before."

I feel, therefore, that the attitude that we should assume in all cases where we feel that probation can be of benefit is that there should be something along with the probation, along with the giving them another chance, that shall be constructive in its attitude and effect upon the particular boy. I think it is the variest nonsense to talk about giving a boy a chance or a man a chance, when he has been convicted of an offense saying, let him go and give him a chance. What chance has he got? He goes down to the foot of the steps outside the court; he has a record of conviction against him and nothing ahead of him that is going to encourage him; he is probably out of a job by that time, and what chance are you going to give him under those circumstances? If, however, there is anything in your court machinery that is likely to give that boy some constructive help, so that he may get a different relation to the community at large than he had before he came into the court, it seems to me probation generally will be efficacious.

This other phase comes to me. A boy may be sent to an institution. You know our friends say, "Send an alleged bad boy to an institution and if he isn't really thoroughly bad when he goes in he will be when he comes in contact with the other bad boys who are in the institution and will come out worse than he was before; he will be taught to be a pickpocket; he will be taught the other things that a boy shouldn't know." Now, my idea is that that isn't the trouble at all. The thing he will learn that is most objectionable, that is most offensive, most destructive to his rehabilitation, is the fact that he will get a different attitude and a wrong attitude toward society.

You who are brought up in a good family, taught as each day comes along by your parents that this or the other thing isn't right, that this is wrong, that this is something that is despicable, that this is something that is offensive, no wonder at all that you go right. Supposing you are brought up in a family where the proper idea seemed to be that you might help yourself to anything, if you are not caught; to destroy, when you are not apprehended; to commit wrong acts, indecent acts, to use bad language, to call anybody and everybody bad filthy names; to disrespect authority in the church, in the State, in the school, or anywhere; is there any wonder at all that you would come under the notice of the police; is there any wonder that you would commit acts that would be offensive? It seems to me, therefore, that the most important thing in connection with the probationary oversight and the probationary treatment and care of boys is that their attitude shall be made right. How often a man will go and brave anything, risk his life, do anything, for an idea, if that idea is ingrained into his heart and soul and mind. Now that same idea, if gotten into a boy, is the thing that will keep that boy from forgetting his responsibility and his relationship to the rest of the community.

There are two main things to consider: first, our dealing with any case is a matter for the same study as is given in a clinic to the physical condition; second, if we can change the attitude, establish a right attitude towards the community, we will easily solve the question as to whether we shall put a boy on probation or not. These are the two particular points that answer this very pertinent question that has been presented to us to discuss today. There are

several other points that it seems to me might be touched upon, but these are the two fundamental thoughts I had in mind when I began. If we can apply these, the question put here for discussion is one that can be answered mostly, not always of course, because none of us are perfect yet, but mostly, in a satisfactory way.

HON. CORNELIUS F. COLLINS, CHILDREN'S COURT, NEW YORK CITY: The great difficulty we have here in the City of New York, I don't know whether it obtains throughout the State or not, is that we have no place for short periods of commitment. We must either send the boy to an institution for a long period or put him on probation. Two years ago there was a Brooklyn Disciplinary School where we could send them for short periods of commitment and with a considerable amount of wisdom the institution was found to be unsanitary. Instead of obtaining a sanitary building or curing the evil by removing the unsanitary conditions, they abolished the institution and didn't put any other in its place. The Commissioner of Accounts recently reported to the Board of Estimate urging that a place for short commitments be provided, but up to the present time that has not been done. We find that the minds of people with regard to this subject are peculiarly situated. I think all the judges agree that there ought to be a place for short period commitments, yet all the institutions in the State, the quasi-public institutions, are of the opinion that the only way you can bring about a reform is by the indeterminate sentence. You find two classes of men dealing with this subject, and it is an unfortunate situation. There are times you have a boy before you whom you want to let down easy, but you don't think it right to put him immediately on probation. In many instances you want to get it out of his head that probation is a joke. Here in New York City boys traveling with other fellows are too frequently encouraged to believe that if they do a particular thing, nothing will happen except probation, and if they slip while on probation and come back that they will get a laying out from the judge and probation will be continued. If there were an institution where you could put them for a while to serve as a check, to let them know what might come and after a short period of time place on probation, it would be a wonderful help. In the

city here we are helped out largely by the different children's societies, but the children's societies state very properly that they do not maintain houses of detention or reformatories, but that they are societies for the prevention of cruelty to children. Yet recognizing our feeling, they have helped us out very materially unless overcrowded.

I believe that the State Association of Magistrates should place themselves on record that we ought to have an opportunity where we could put boys for a short time to study them to see whether or not you would have to sentence them to an institution, if it were only for the purpose of giving them a lesson for a week or two and get them in a receptive mind. We don't want to commit to institutions except as a last resort or unless we are compelled to do so. Recently we learned that in eighty or ninety per cent. of the cases in the State prisons the inmates had had some institutional experience. It is hard to explain, if that is so, why it is so, but we do know that we want to give the boy and girl all the chance possible and don't want to commit to an institution unless we must; but we shouldn't be put to the horrible alternative of placing on probation or sending them away for a year and a half.

JUDGE SHOVE: In regard to revoking probation: The Appellate Division has held that the judge placing on probation can not for a mere whim or on hearsay, issue a warrant for the person placed on probation and enforce sentence without a hearing. Our procedure in Syracuse is as follows: The probation officer makes an affidavit, reciting the judgment of conviction, the suspension of sentence, the probation, the rule of probation that is particularly in question, and then the violation of that rule, stating the particulars of the violation in detail. Upon that a warrant is issued for violation of probation. When the defendant is brought in he is given a hearing. In two cases before me the probationer was found not to be at fault, so that a czar-like, autocratic method of sending to jail on hearsay in these two cases would have been most unjust.

Outside of the discussion, the spirit moves me to make a general comment. As I have been sitting here for these two days I have been mentally contrasting this conference with the first conference

of magistrates. Judge Brady, I know, was there and perhaps some others here. The first impression is the care, the preparation and the thought put into the subjects under discussion by the speakers. I have been floundering around in this work for eleven years nearly and I want to personally thank the speakers here for the many helpful suggestions that I have received. The second impression, which is perhaps of more importance, arises from what may be termed the atmosphere of this conference. A stranger coming in here might think that this was an ethical congress. That is, the stranger might think that, if he had never attended an ethical congress. If he had, perhaps he wouldn't think so, for the reason that this has been a discussion by practitioners and not by theorists. What I mean by "the atmosphere" is the intense spirit of the conference and of every magistrate and judge attending this conference to do in his own way what best he can in the interest of humanity.

HON. WALTER S. GEDNEY, POLICE JUSTICE, NYACK: There is one point that it seems to me hasn't been accentuated by any of the speakers. It comes to my mind that possibly if we bear it in mind it may help somewhat in this question of probation. Personally I do not believe that punishment of defendants is a deterrent or a correction, but the fear of punishment sometimes is. It seems to me that in the majority of cases, it is possible by letting the attitude of mind of the accused reach the point where they understand there is a danger of punishment reaching them, that it is imminent and hanging over them, and sometimes that will bring about a change of mind necessary to bring them to a recognition of the rights of the general public. As Judge Wilkin well said, it is a matter of study of the individual cases; but it does seem to me that it is possible frequently, by exercising the mind of the accused, to bring him to the point where he may see what the future might hold for him, and sometimes that will help toward bringing about a change in his attitude.

PROBATION OFFICER WHITE: Can you bring a child back to the judge, snap him up on the street, in the school, without a warrant if he disregards his conditions of probation? For instance, he may not report to me. That is not an offense, but a violation of probation. What I want to know is, should a warrant be issued in that case or can I bring him back without one.

JUDGE WILKIN: It seems to me that that is very easy to answer. Frequently probation officers will walk into court with the boy and report to the court that the particular boy has violated some provision of the suspension of sentence which has been imposed and he has just said to him, "Now, Johnnie, you had better see me on Thursday," and the boy comes in. I discourage as far as I can the issuing of warrants. There are times when, however, you have got to catch the probationer with a warrant or without a warrant. Each probation officer, by the way, is a peace officer and he, without special difficulty, knowing what the provisions of the law and particular requirements of the court are, knowing that they are violated can bring the boy in. Of course, the whole provision in regard to peace officers and others making arrests applies in every case, but I feel wherever it is possible that a bench warrant should not be issued.

There is this to be considered also. Boys are human like the rest of us. The boy does something. He is told to be at the reporting place at such an hour; he may come a distance or he may not. Many things may have interfered on that particular occasion which prevented his getting there on time. The strict rule that is laid down can hardly be applied to the boys that we deal with. In the first place, the mere fact of their previous life has perhaps not promoted that strict punctuality in keeping their engagements that many of us think is important. But I have had cases where probation officers have come into the court and asked to have a warrant issued for a boy and I have issued a warrant and few minutes after the warrant has been handed back, the boy came in late. It seems to me every case has got to be taken up individually and no rule in regard to issuing warrants or summons can be laid down and always followed.

While on this subject, let me call attention to one important thing. Some years ago a celebrated Italian, a writer on criminology, laid down a rule that the particular shape of a man's face, or the particular color of his eyes, or the distance between the lobes of his ears, indicated that he was of a criminal type. He had quite a school of followers, but later study, emphasized by Dr. Healy in his "Individual Delinquent," clearly disproves that contention and shows to us that the individual delinquent is the individual boy

or the individual girl, and that each particular case can hardly be taken up on a general rule in regard to what the procedure may be.

I don't know whether I answered the question or not, but it seems to me every case has got to stand on its own feet and that is where the wisdom of the judge comes in.

PRESIDENT APPELL: We will now proceed to reports of committees.

REPORTS OF COMMITTEES

Committee on the Constitutional Convention

JUDGE NOONAN, CHAIRMAN: I will make my report very brief. The committee was interested in two things relating to the work of the Magistrates' Association. One was to make it possible for a defendant in a certain class of cases to waive a jury trial and be tried by the court, and in order to do that it is necessary to prosecute by information as well as by indictment, so we drew up and prepared the requisite amendments. They were introduced in the convention by Mr. Sears of Buffalo. Only one got through in modified form, so if the constitution had been adopted it would have been possible for a man to waive jury trial and proceedings before a grand jury, and secure an immediate disposition of his case before a superior court; so it stood in the proposed constitution. That same amendment, by the way, has been introduced in the present Legislature by John Knight. If they had gone to the extent we advocated in our report, it would have been possible for us in this State to have adopted the Canadian practice. They try in the magistrates' courts of Canada everything except about six capital offenses: rape, first degree, treason and what they call "trade conspiracies," and one or two others; the great bulk of the felony cases are disposed of by the magistrates themselves on the election of the defendant, and a trial by jury in Canada is almost an unknown quantity, except where compulsory. The Crown Attorney at Hamilton, Canada, says 99 per cent. of the people who are tried by the higher court are tried by that court without a jury and by their own choice they prefer to take a chance with the judge rather than the jury. Now you can see what a saving that would mean. They didn't adopt our suggestions in full; I don't think we can get it. There was a lot of

false conception on that proposition. Many people thought it would enable a lawyer to get a hand-picked judge on his cases.

Of course, we advocated uniform jurisdiction for courts of limited jurisdiction and uniform tenure of office for judges, and security of tenure. They didn't go anywhere near as far in that regard as we wanted them to go. I think the work ought to be continued. I think that we ought to secure these recommendations as fast as we can in the ordinary course of events. There is a lot of constructive work that the Magistrates' Association can do through getting these necessary changes in the Constitution, to the end that sometime the magistrates will be enabled to dispose of a great bulk of criminal cases that are denominated felonies, but in name only, and are only first-class misdemeanors. With the consent of the defendant, always, and under the control of the district attorney, always, so there will be no miscarriage of justice.

PRESIDENT APPELL: I am going to suggest that it would be a good idea if we should have a Committee on Legislation of this organization and I should like to entertain a motion to that effect, a committee which would keep its eyes upon all proposed legislation.

JUDGE PIPER: I make such a motion.

JUDGE SKINNER: Second the motion.

PRESIDENT APPELL: The motion is duly made and seconded that a committee on legislation be appointed to represent this organization when necessary. Those in favor will say, aye. Opposed, no. It is so ordered and carried.

Committee to Attend Meeting of the District Attorneys' Association at Rochester

JUDGE GILLETTE, CHAIRMAN: I attended the Convention of District Attorneys held in Rochester and found that our local district attorney had in mind proposals to the State Constitutional Convention similar to the action taken by our Association. They assured me that such action would be taken; it was taken and they forwarded it to the Constitutional Convention and the

matter in a modified form was embodied in the proposed constitution, as alluded to by Judge Noonan. We all know what happened to the constitution and many of us regret the happening of it.

Committee to Attend Meeting of the State Bar Association at Buffalo

JUDGE NOONAN, CHAIRMAN: I got back from the Magistrates' Association just in time to attend the meeting. It could only be a sort of diplomatic mission. I made it a point to see the men who would help us, the men whose assistance we needed. I knew former Chief Judge Cullen had very pronounced ideas along certain lines. I went over the matter with him very carefully to show him our plan was not radical; that many of these matters could be just as properly safeguarded by legislation and we would make the system elastic enough to meet changing conditions. As you know, at a State Bar Association meeting most everything is prepared ahead of time, and much of this matter was put off to the meeting held later in Albany. The same situation then prevailed. It was only to take action on the matters undisposed of in Buffalo, so it was hard to get a hearing there. I went there and having no place, of course I had to wait until practically the last order of business. Judge Clearwater was very fair in his treatment of the proposition. He gave me every chance that a man could possibly ask for, but they were unable to reach that order of business until midnight and you know how much consideration is given a subject along towards midnight. I had a chance to get a few ideas before the adjourned meeting. There were only about fifty people present and that was all I could do.

Committee on Training Schools for Girls

JUDGE WILKIN, CHAIRMAN: In behalf of the committee appointed at the last meeting of the Magistrates' Association to endeavor to secure more accommodation at the Training School for Girls at Hudson, and also if possible to plan the establishment of a similar reformatory in the western part of the State, I would beg to say that your committee has been in communication with the management of the institution at Hudson and through the president, Miss Mary H. Hinkley, prepared a memorial to be

submitted to the Governor last spring during the session of the Legislature.

Communications were sent by the members of your committee to each of the magistrates throughout the State requesting that they would write to the chairman of the necessary committees of the Legislature and also that they each individually would see their representatives in Senate and Assembly and impress upon them the importance of the enlarged accommodations for the care of these unfortunate girls who were fit subjects for the institution.

A slight increase in the appropriation was made and equipment for the three new cottages which had been built at Hudson was supplied. This has increased the capacity in a small way, but it has not in any way been adequate.

I feel that a continuance of the efforts of this, or a similar committee, should be provided for by our Association and that insistence be made on the creation of another institution in western New York to meet the conditions in that part of the State.

JUDGE DOOLEY: Adopting the suggestion of Judge Wilkin, I move that the Committee on Training Schools be continued.

JUDGE PIPER: Second the motion.

JUDGE WILKIN: I feel that the committee would do a great deal more if we could have two committees instead of one. The reason is this. We want enlarged accommodations for about five hundred girls at Hudson. We want in addition to that a place in the western part of the State, and I feel we ought to have a committee for Hudson and a separate committee who can take up the one subject of getting a commission appointed to establish an institution in the western part of the State. If the matter goes to the one committee, of necessity, the chairman is looked upon to do a great deal of the work and necessarily must do so, and he must be located in the eastern or western part of the State, and one of the subjects is going to be necessarily neglected; whereas, if we have two committees both matters will be considered.

JUDGE SIMMS: I move that there be an eastern and western committee consisting of three members, and that they work together.

JUDGE WILKIN: Second the motion.

PRESIDENT APPELL: The motion is made that a committee for the eastern and one for the western part of the State be appointed for the purpose of taking up the enlargement and enhancement of training schools for girls in this State. All those in favor say, aye. Opposed, no. It is so ordered.

Committee on the Drug Evil

JUDGE COLLINS, CHAIRMAN: You will remember that the Committee on the Drug Evil was appointed in order to secure certain amendments to the Boylan Law. The amendments we had in mind were first, an enactment which would compel a druggist to account for every disposition of heroin he made. Up until last year the law, while perhaps they thought they had covered that, permitted a druggist to make this explanation when confronted with shortage on accounts: "I haven't accounted for this because I compounded it into the drugs." The act required him only to account for what he sold on prescription, what was dispensed, in other words. Again, it was desired to cure a clerical omission in the bill, a defect in printing, perhaps in the State printer's office, so that the act left a broad omission with regard to where it applied. Third, it was desired that throughout the State there should be opportunities for making commitments to institutions where the psychological condition could be taken up. You remember we complained that committing them to a hospital under the old act merely meant that the subject would be treated clinically and that would take about a week or two weeks and the victim discharged and would go back to the habit, and although the clinical cure was effected, the desire was not cured and the treatment of the mental condition over a protracted period was not provided for.

These three subjects were taken up and we drafted the amendments. There was a committee in New York City entirely similar to this committee and the recommendations were exactly the same as our committee made. I acted in cooperation with both committees. Mr. Wilmot of the District Attorney's office was on the committee which included representatives from the different courts and the public officers who had charge of the special departments of correction of Bellevue and allied hospitals, the County Medical

Association, Prison Association, and the like, and the Mayor was represented. The subject was considered at some length. I happened to be on their special committee to draft the legislation and we passed it. Every single amendment which we recommended last year was enacted in what is known as the Bloch bill. The bill was introduced in both houses at the same time. Senator Boylan heartily concurred with us and was ready to act. You may remember the day we had our meeting in Albany, Senator Boylan told several of us that he would be only too pleased to do whatever he could. So Senator Boylan introduced it in the Senate and Mr. Bloch in the Assembly. Mr. Bloch's bill went first to the Senate and Senator Boylan had Bloch's bill substituted for his own.

You know that the Harrison bill has gone through Congress also. The situation, so far as legislation is concerned, is splendid. However, the New York City committee would like to recommend to the Association of Magistrates, and the recommendation comes strongly pressed by the District Attorney of New York, that there should be two further amendments: one that would require a physician who has been treating a drug addict for a period of more than three weeks to report the case. This might meet with some opposition, but there is a great necessity for it. A drug victim should be treated in almost the same way as any peril in the community should be treated. That class of cases must be reported to the Board of Health because they might be a menace. In New York City we find some doctors wilfully violating the spirit of this law by prescribing for the drug fiend. The drug fiend would get his regular quota of drugs by getting his prescription regularly. It is true they do administer drugs to treat a drug fiend, but the practice is to reduce it down to nothing at all, but in two instances we found where a doctor only reduced one grain in about four weeks, giving thirteen grains at first and getting down to eleven. This is an outlet where the evil might still continue to some extent unless we require doctors to make some such return.

The other amendment is to save to the use of the community the drugs that are confiscated. You recollect the law provides that they must all be destroyed. There isn't any reason why the hospitals of the State that have to use those drugs shouldn't

receive them for their use, so it would perhaps be a good idea to suggest an amendment so that the State in its economy could make use of confiscated drugs. The amendment with regard to saving the drugs has been introduced and the one that requires physicians to make a report after four weeks' treatment of a drug addict is going to be introduced on Monday night.

Judge Dooley has suggested that this committee might be continued. When we went to Albany I was in a position to say before the committee that I represented not alone the departments down here, but the State magistrates as well, so perhaps if continued it may be helpful.

PRESIDENT APPELL: If there is no objection we will consider that the committee is continued.

JUDGE DOOLEY: I will make a motion that this Association favor the bills proposed.

JUDGE BYRNE: Second the motion.

PRESIDENT APPELL: The motion is made that the bills proposed by the Committee on the Drug Evil be advocated by this Association. Those in favor say, aye. Opposed, no. It is carried.

JUDGE BRADY: This subject is only in its infancy. Eventually we will find it will be necessary to have a State institution or some institution set apart to which this class of persons may be committed in order that they may be treated for the period of time that is necessary so that they may go out cured if a cure can be had, instead of going out after a temporary treatment and simply coming back to their old methods. From what I have heard from those competent to talk on the question, it seems to me it is a loss of time to commit this unfortunate class of people to institutions for short periods of time; it does not gain anything either for the community or for the individual to send them to institutions where there is not at hand the proper method and proper means of treating them and where there are not present those who have given special attention to that particular subject. We know how the numbers are increasing in our various cities. We have hospitals for the insane and hospitals for other unfortunates. Eventually we shall see the necessity of having a State

hospital for this class of people where they may be properly treated and held under commitment for a sufficient length of time in order that they may go out into the world cured to some extent.

JUDGE SHOVE: There is undoubtedly no body of men in the State that know our needs and our embarrassments as well as we do, and it struck me that we ought at this time, perhaps, to formulate some method by which we can present these things in a systematic way. For a number of years we have brought up the subject of the State Reformatory for Male Misdemeanants. We all know the need of it and the embarrassment we labor under in not having an up-State reformatory of that kind. We know that it has been started and we know that through lack of appropriations it has so far failed. We are embarrassed in our work by a lack of sufficient institutions. Under the new law passed in 1915, we are allowed to commit a child who is certified by two physicians to be feeble-minded to custodial institutions for the feeble-minded. I have three on my hands in Syracuse duly certified by two physicians as feeble-minded. One of them was sent to an institution and promptly returned by the same officer that took him up on account of lack of room. Those boys are kept in the detention home as long as we can — thirty days — and then turned out on the street for the reason that the institutions have no room for them. Why not systematize and bring these things in a practical form before the Legislature every year in as forcible a manner as we can? It has occurred to me it would be a very useful function of our new Committee on Legislation to report each year on the legislative needs. This committee should understand as part of their work that they present to this conference what appears to them as the needs of institutions through the State based on our present embarrassments and our experience in our work.

HON. GEORGE S. DITMARS, CITY JUDGE, GENEVA: This is the first time I have ever had the pleasure of attending one of your conferences, having only been a magistrate for about twenty days. However, I have listened with intense interest and I have gathered in a host of ideas and suggestions which I believe I can put to practical use in my future work.

If I was to criticize the program or the work of the convention, it would be due to the fact that it has been confined mostly to the larger cities. We have heard a good deal about New York, Albany and cities of the first and second class, but very little about the villages and the rural districts and the cities of the third class. Of course, the general statutes apply to all magistrates, but conditions are considerably different, I take it, in small cities and villages and in the rural communities.

I think that magistrates in the smaller places can and ought to do in great measure, preventive work. An ounce of prevention is worth many pounds of cure. We know practically everybody in our communities. We know the conditions and we know those who are getting a wrong start. In the city of Geneva there is a very excellent woman, superintendent of what we call the Social Service League. She receives a salary which is contributed by the business men of the city and devotes her whole time to the work. Only the other day there were two young girls, one seventeen and the other nineteen, who came to me with their troubles. Their mother had died last summer; their father had practically abandoned them; they didn't have decent clothing to wear; and I, after counselling with them, turned them over to this superintendent of the Social League and she is looking after them.

Another instance. Only a few weeks ago, there was a young girl sixteen or seventeen years of age, right on the verge of destruction. This superintendent became interested in this young girl. Today she is in a training school for girls at Elmira and writes delightful letters back, so glad that she received help. This same lady has settled up two or three domestic troubles that would have otherwise come in my court, and when I came away she was working on a bastardy case for me.

I speak of this particularly to the magistrates who represent smaller communities and my suggestion is if you haven't anyone who is paid or devoting their time, get hold of some good woman or some good man to help you keep an eye out for the boys and girls whose surroundings, whose environments and circumstances are such as to lead them astray, and by that means you will get them started right and save themselves a lot of trouble and you a lot of work, possibly, as otherwise they will come before your courts.

I was intensely interested in the discussion of the relationship of the magistrate to the police department. Every morning I have a little quiet conversation with our chief, and find out who has been brought in during the day or night, their circumstances and what the facts are as far as possible. That is simply emphasizing the point made by Judge McAdoo this morning that there ought to be coordination and working together, a feeling of respect and confidence and courtesy between the magistrate and the police department.

During the twenty days I have been a magistrate, almost every morning one or two old offenders, what we might call "old rounders," unfortunate old fellows who are so diseased with alcohol that they cannot help getting drunk and getting into the gutter, come before me. On one occasion I asked the chief for the record of one man. He was in jail ten days in October and ten days in December; he had had eight or ten different sentences in all. What is the use? It seems almost like committing a man for having a disease. It is adhorrent to me to commit those old unfortunate fellows who have become so addicted. The larger cities are providing for this class of inebriates. Here in New York you have a farm and are building a home to take care of these cases. I understand Rochester is doing the same thing, but in our rural districts we have no relief. What are we going to do with them? We cannot put them on probation. You send them to jail or to the penitentiary and they come back mentally and physically weaker than when they went and therefore in a worse condition than they were in. They are not so strong to resist the temptation and desire to get drunk. The particular point I would like to make is this: That we should, if possible, have a committee appointed at the close of this session or by the present presiding officer or the future presiding officer, one or more members of whom are from the rural districts, to see if we cannot figure out some way by which we can give those unfortunate people a chance to receive some medical treatment or to be placed on a farm or something done with them by which they can be benefited, instead of making them worse by sentencing them. You cannot fine them because they have nothing to pay their fines with. We ought to have some arrangement, possibly sending them to our local hospitals. It is possible that arrangements might be made by which

they could be sent to the county farm. We have a beautiful farm of 212 acres; the people there are not able to work; we have to hire help to work that farm and it is possible some plan might be worked out by which some of these older people might be put on these county farms. We have a physician who visits there and he could treat them there. Then when they come away they will be stronger mentally and physically and in every way better able to resist the disease and temptation.

HON. PETER CANTLINE, RECORDER, NEWBURGH: I think if the judges in the rural communities will make use of the opportunities about them they will be able to overcome a great many of what seem to be serious difficulties at the outset of their terms. I found in my city that I was confronted with what I thought were almost insurmountable obstacles in the way of not having a proper detention home and proper probation officers and not having this or that which would be necessary to the proper administration of the law by a criminal magistrate. I found we did have opportunities that had been overlooked from time to time. I found we had a children's home; I found we had a home for the aged people supported by the city; a large city hospital; we have churches; we have several charitable organizations; I found we had public spirited citizens who would cooperate. So we organized what we call a club of officials who were dealing with social cases, like the health officer and the matrons of the different homes which I have spoken of. When we have a case of a child and have no place to send it pending trial, we call upon some of these officials to cooperate and they look after the case. I found in the case of an habitual drunkard who has gone the limit and has become diseased, that we had a hospital which would be willing to cooperate if called upon and provided they understood the situation. Before that, there was a territory which could not be crossed, but after this organization was perfected and we sat around a little table once a month at which we had an informal dinner and discussed our problems, we found that they interwove and that by exchanging ideas we could work them out.

The small community cannot provide temporary detention homes for the boy or girl where you have'nt more than half a dozen

or perhaps a dozen cases a year. You cannot educate the public into believing that it is necessary to spend thousands of dollars where there are only ten or twelve cases involved in the course of the year. You can only reach a certain few in any community through the press or speaking or writing or discussion, and they are in the minority, and the people get the notion that you are squandering their money. Neither can you have the public provide this official or that official which the larger city can provide, but you can, if you use those officials that you have, teach them what you want and what you expect of them, and by cooperating with them you can have almost what the larger cities have.

Last year we had a convention of these officials and each one talked about his problems. We had a large attendance and I found we had the cooperation not only of officials, but of business men, manufacturers and employers. Very often they call up and say, "Is there anything I can do for you in the way of putting this boy in a position," or, "Is there a girl that needs care and protection." They are cooperating and doing away with a great many problems at the outset. Therefore I think if the magistrates in the smaller cities will begin a campaign of education like Judge Shove did and bring to the people the practical questions which come up and teach the people the needs and that it isn't a lot of money or a new institution or a new official that you want but their cooperation and the use of the institutions in the way that they should be used (because sometimes officials think they own the institutions and they will not let down the bars a bit), then you will get what you want.

PRESIDENT APPELL: Before relinquishing my duties as the presiding officer of this Association, I would call to your attention particularly the very good and efficient work of Mr. Chute and his assistants throughout the year. They have placed themselves at the disposal of your officers and committees and have rendered, particularly in the last month or so, magnificent service. I am sure that it is the sense of us all that they deserve a real vote of thanks.

I want to also offer my thanks and that of the conference to Chief Magistrate McAdoo and his clerks who have so kindly assisted us during the past few days.

SECRETARY'S REPORT

SECRETARY CHUTE: I will make only a brief oral report as secretary, covering the work of the Association during the past year. The Association has done more active work during the past year, between conferences, than it ever has before. Two of the committees have been very active, their work already having been reported upon. The secretary's office has endeavored to cooperate with these committees and the officers so that the work of the Association might be kept alive as much as possible between conferences. For the Committee on Training Schools, under the chairmanship of Judge Wilkin, we sent out a circular letter to every magistrate in the State and to various State institutions and departments. Working with the Committee on Constitutional Convention, we published the brief Judge Noonan prepared and sent that out to all the magistrates of the State and to all the members of the Constitutional Convention, to all the district attorneys, to newspapers and others. After the committee met with the Executive Committee in Albany, letters were addressed to the chairmen of the Constitutional Convention committees who had amendments in charge, introduced or endorsed by the Committee on Constitutional Convention of this Association. Reports were sent from time to time to the member of the committee and to the officers of the Association.

The usual work was done in preparation for this conference in cooperation with Judge Appell, who told you of his splendid trip through the State to stir up interest and to make this convention the best attended and most successful that we have ever had since the Association was started in 1909. I have received a great many letters of regret, as replies to letters sent out by President Appell and myself, personal letters to many magistrates, as well as the circular letter which went out to every magistrate in the State.

We have published the proceedings of the last meeting and will be glad to publish the proceedings of this meeting in the next report of the State Probation Commission.

RESOLUTIONS

PRESIDENT APPELL: We will have the report of the Committee on Resolutions.

JUDGE NOONAN: The following resolutions are reported for your consideration by the Committee on Resolutions:

Be it resolved:

1. That we recommend that before any person is placed on probation there should be made a thorough investigation of the facts and circumstances in the case, unless the judge placing such person on probation has already a personal knowledge of the facts and circumstances of the case.

2. That it is the sense of this conference that there should be available for service in every magistrate's court one or more salaried probation officers.

3. That it is the sense of this conference that a representative of the office of the district attorney of the county should be available for service in every magistrate's court.

4. That in the treatment of cases of prostitution we do not favor the imposition of fines when other methods of punishment are available.

5. That the special Committee on Constitutional Convention appointed at the last conference of the Association be continued under the name of the Committee on Constitutional Amendments for the ensuing year.

6. That we commend Judge George C. Appell, President of the Association, Judge Edward J. Dooley, Vice-President, Charles L. Chute, Secretary, and the members of the Executive and special committees for their effective services to the Association during the past year; we rejoice in the progress that has been made during the year.

7. That we thank Hon. Louis Marshall, Judge Arthur S. Tompkins and Hon. Job E. Hedges for their splendid addresses at the annual dinner of this conference. We also appreciate the time and thought given by all the speakers on the program to the topics assigned to them;

8. That we appreciate the efforts of Chief Magistrate William McAdoo and his assistants in working for the success of this conference.

9. That we thank the M. A. Gunst Co., Inc., and Mr. Elmer Lyon of Mount Vernon for their generous gift of cigars furnished for the annual dinner.

10. That we appreciate all the courtesies extended to the conference by the Hotel Astor.

JUDGE NOONAN: I move the adoption of these resolutions.

JUDGE SIMMS: I second the motion and move to amend that the secretary be requested to send to Mr. Muschenheim, manager of the Hotel Astor, and to Mr. Lyon and the M. A. Gunst Co. letters of thanks.

PRESIDENT APPELL: Those in favor say aye; opposed, no. It is carried.

The Committee on Nominations will now report.

JUDGE PIPER: The committee would respectfully report that we suggest for president, Judge Edward J. Dooley of Brooklyn; vice-president, Judge Thomas H. Noonan of Buffalo; secretary-treasurer, Charles L. Chute of Albany; executive committee: Judge George C. Appell of Mt. Vernon, Judge Norman J. Marsh of New York city, and Judge Charles C. Chappell of Goshen.

PRESIDENT APPELL: You have heard the report of this committee. Those in favor of the adoption of this report will signify it by saying aye; opposed, no. It is so ordered. I will ask the chairman of the Nominating Committee to escort the new president to the chair.

PRESIDENT DOOLEY: I desire to express my thanks for the honor conferred upon me. I know this Association can do a great deal of good; it has done so. It is through the efforts of this Association, as indicated by Judge Noonan, that several amendments to the Constitution were put in the proposed Constitution, which, however, failed of passage. We know of the work of the

committee of which Judge Wilkin is chairman. We know also of the efforts of Judge Collins' committee to draft and amend the bill on the drug evil. So I say this is an Association which can do a great deal of good for the magistrates' courts and for the enforcement of law throughout the State.

I thank you for the consideration shown me and I will try to do the best I can this coming year.

VICE-PRESIDENT NOONAN: I sincerely appreciate this honor. I have taken a lot of interest in all these magistrates' conventions. I have had more than my share of honor and if anything I have done has aided in the work that we are trying to do I am glad of it. I appreciate very much this token of your confidence.

PRESIDENT DOOLEY: I will name the following committees for the ensuing year:

Committee on Legislation: John J. Brady, Police Justice, Albany; Benjamin J. Shove, Justice, Court Special Sessions, Syracuse; Cornelius F. Collins, Justice, Children's Court, New York City; Charles H. Piper, Police Justice, Niagara Falls; Fred B. Skinner, Police Justice, Medina.

Committee on Constitutional Amendments (continued): Thomas H. Noonan, City Judge, Buffalo; John J. Brady, Police Justice, Albany; Robert J. Wilkin, Justice, Children's Court, New York City; Benjamin J. Shove, Justice, Court Special Sessions, Syracuse; Frank S. Baker, City Judge, Rome; Charles C. Chappell, Police Justice, Goshen.

Committee on Training School for Girls — Eastern Branch: Robert J. Wilkin, Justice, Children's Court, Brooklyn; John J. Brady, Police Justice, Albany; Charles E. Simms, City Magistrate, New York City; George E. Judge, Judge, Children's Court, Buffalo.

Committee on Training School for Girls — Western Branch: George E. Judge, Judge, Children's Court, Buffalo; Willis K. Gillette, Police Justice, Rochester; Benn Kenyon, Recorder, Auburn, N. Y.; Robert J. Wilkin, Justice, Children's Court, Brooklyn.

Committee on the Drug Evil (continued) : Cornelius F. Collins, Justice, Children's Court, New York City; John J. Brady, Police Justice, Albany; Benjamin J. Shove, Justice, Court Special Sessions, Syracuse; George L. Hager, City Judge, Buffalo; Charles E. Simms, City Magistrate, New York City.

If there is no further business, this conference stands adjourned.

BY-LAWS

Adopted December 10, 1910; amended December 9, 1911, and December 7, 1912.

PREAMBLE

The New York State Association of Magistrates is formed to promote an interchange of ideas and experiences concerning the work of courts of inferior criminal jurisdiction and children's courts; to develop a consensus of opinion as to the wisest methods and most desirable improvements in such courts, and to promote appropriate legislation.

ARTICLE 1. NAME.—The name of this organization shall be the New York State Association of Magistrates.

ARTICLE 2. MEMBERSHIP.—All magistrates and magistrates-elect of courts of inferior criminal jurisdiction in cities and in villages, and all magistrates or magistrates-elect or appointed of children's courts shall become members upon enrolling their names with the secretary; and other persons especially interested in the work of such courts may become members upon being elected by the executive committee. The executive committee, in its discretion, may fix and collect an annual membership fee of not exceeding one dollar, but there shall be no other assessments.*

ARTICLE 3. OFFICERS AND COMMITTEES.—There shall be a president, a vice-president, and a secretary-treasurer, who shall be elected at the annual meeting and shall serve until the next annual meeting. The duties of these officers shall be those generally required of such officers.

The president, vice-president, and secretary-treasurer, together with three other members to be elected at the annual meeting, shall constitute an executive committee. At least one member of the executive committee shall be a magistrate of a city of the first class; at least one a magistrate of a city of the second or third class; and at least one magistrate of a village.

The executive committee shall have general charge of the affairs of the association between meetings; shall choose the time and place, and make arrangements for the annual meeting; and shall consider any bills that may be introduced into the Legislature affecting the work of courts of inferior criminal jurisdiction or children's courts, but it shall have no power to act in the name of the association in approving or disapproving proposed legislation, unless authorized so to do by the preceding annual meeting, or by vote of the members taken by mail as provided by Article 4.

Vacancies among the officers or other members of the executive committee shall be filled by vote of that committee.

ARTICLE 4. MISCELLANEOUS.—Whenever a vote is taken on any special subject by mail between meetings the secretary shall mail a copy of the proposed resolution, together with a request for a vote, to each member at least five days before the votes are to be counted, and a majority of those voting shall control the vote.

These by-laws may be amended by a majority vote at an annual meeting, or by a majority vote taken by mail.

Roberts' Rules of Order shall be the parliamentary authority in matters not covered by these by-laws.

* It has never been necessary to require any fee.

Partial List of Persons Attending Conference of Magistrates in New York City, January 21 and 22, 1916

Hon. George C. Appell, City Judge, Mount Vernon.
Hon. J. Wesley Barker, Police Justice, Peekskill.
Hon. Joseph H. Beall, City Judge, Yonkers.
Mr. Paul L. Blakely, Associate Editor "America," New York City.
Hon. John J. Brady, Police Justice, Albany.
Hon. Edmond J. Butler, State Probation Commissioner, New York City.
Hon. Alexander J. Byrne, Police Justice, Seneca Falls.
Hon. Peter Cantline, Recorder, Newburgh.
Hon. Charles C. Chappell, Police Justice, Goshen.
Mr. Charles L. Chute, Secretary, State Probation Commission, Albany.
Hon. W. Bruce Cobb, City Magistrate, New York City.
Hon. William S. Coffey, Assemblyman, Mount Vernon.
Hon. Cornelius F. Collins, Justice, Children's Court, New York City.
Hon. Joseph E. Corrigan, City Magistrate, New York City.
Hon. Robert C. Cornell, City Magistrate, New York City.
Hon. Rosslyn M. Cox, Mayor of Middletown.
Hon. George S. Ditmars, City Judge, Geneva.
Mr. William F. Delaney, Clerk, Magistrates' Courts, Brooklyn.
Hon. Charles J. Dodd, City Magistrate, Brooklyn.
Hon. Edward J. Dooley, City Magistrate, Brooklyn.
Mr. George Everson, Criminal Courts Committee, New York City.
Hon. Charles B. Fisher, Police Justice, Spring Valley.
Hon. Joseph Fitch, City Magistrate, Brooklyn.
Mr. Daniel F. Fogerty, Deputy Clerk, Children's Court, Brooklyn.
Hon. Harold E. Fritts, City Judge, Hudson.
Hon. Alexander H. Geismar, City Magistrate, Brooklyn.
Hon. Walter S. Gedney, Police Justice, Nyack.
Hon. Willis K. Gillette, Police Justice, Rochester.
Hon. Frederick J. Groehl, City Magistrate, New York City.
Hon. H. S. Hart, City Judge, Binghamton.
Hon. Job E. Hedges, New York City.
Mr. Frederick C. Helbing, Chief Parole Officer, Randall's Island, New York City.
Hon. Joseph Hopkins, Special City Judge, Utica.
Hon. Walter I. Hover, City Recorder, Amsterdam.
Hon. Ferdinand H. Hoyt, City Judge, Beacon.
Hon. George W. Irmisch, Justice of the Peace, Lindenhurst.
Hon. Benn Kenyon, City Recorder, Auburn.
Hon. Frederick Kernochan, Justice, Court of Special Sessions, New York City.
Mr. Hugh Knowlton, Criminal Courts Committee, New York City.
Hon. Morris Koenig, Justice, Court of Special Sessions, New York City.
Hon. Andrew J. Lang, City Recorder, Kingston.
Hon. John A. Leach, City Magistrate, New York City.
Dr. O. F. Lewis, Secretary, Prison Association, New York City.
Hon. Burdette G. Lewis, Commissioner of Correction, New York City.
Mr. John D. Lynn, Assistant Secretary, State Probation Commission, Albany.

Hon. William McAdoo, Chief City Magistrate, New York City.
Mr. William C. McKee, Clerk, Children's Court, Brooklyn.
Hon. Henry Marquand, State Probation Commissioner, Bedford Hills.
Hon. Francis X. McQuade, City Magistrate, New York City.
Hon. Norman J. Marsh, City Magistrate, New York City.
Hon. Louis Marshall, New York City.
Hon. James E. Moore, Police Justice, Pleasantville.
Hon. William B. Moorhouse, Police Justice, Tarrytown.
Hon. John J. McMullen, Police Justice, Schenectady.
Mr. Clement A. Munger, Chief Clerk, State Probation Commission, Albany.
Hon. Howard P. Nash, City Magistrate, Brooklyn.
Mr. Harvey B. Newins, New York City.
Hon. K. D. L. Niven, Justice of the Peace, Monticello.
Hon. Thomas H. Noonan, City Judge, Buffalo.
Hon. Philip J. O'Keefe, City Judge, Canandaigua.
Mr. Frank Oliver, Chief Clerk, Magistrates' Court, New York City.
Hon. William C. Olsen, Police Justice, Bronxville.
Hon. George Overocker, City Judge, Poughkeepsie.
Hon. Charles H. Piper, Police Justice, Niagara Falls.
Hon. Benjamin J. Shove, Justice, Court of Special Sessions, Syracuse.
Hon. Henry Shove, City Judge, Oneonta.
Hon. Charles E. Simms, City Magistrate, New York City.
Hon. Fred B. Skinner, Police Justice, Medina.
Hon. William H. Sommer, Acting City Judge, Mount Vernon.
Hon. Arthur S. Tompkins, Justice, Supreme Court, Nyack.
Mr. Arthur W. Towne, Superintendent, S. P. C. C., Brooklyn.
Hon. D. Wiley Travis, Jr., Police Justice, Peekskill.
Hon. Irving Valentine, Police Justice, Ossining.
Hon. Charles T. Wadsworth, Police Justice, South Nyack.
Mr. Charles H. Warner, Superintendent, Westchester County S. P. C. C.,
Yonkers.
Hon. Robert J. Wilkin, Justice, Children's Court, Brooklyn.
Mr. Albert G. Wilson, Supervising Clerk, Magistrates' Courts, New York
City.

APPENDIX F

AN AFTER-STUDY OF MEN PLACED ON PROBATION TO THE ERIE COUNTY PROBATION OFFICE DURING THE MONTH OF OCTOBER, 1912, SHOWING THE RESULTS AFTER DISCHARGE FROM PROBATION

THE CASES STUDIED

In the Seventh annual report of the Commission for 1913, beginning on page 344, there appeared a detailed probation history of all cases, 28 in number, placed on probation to the Erie County Probation Office during the month of October, 1912. The study was completed in December, 1913, and at that time the following results were reported by the office:

Classification	Number	Percentage
Discharged with improvement.....	19	67.85
Continued on probation	3	10.71
Rearrested and committed	4	14.30
Allowed to remove to other locality.....	1	3.57
Allowed to enter United States Navy.....	1	3.57
	<hr/> 28	<hr/> 100.00
	<hr/>	<hr/>

During the months of August and September, 1915, a careful home investigation under the supervision of Chief Probation Officer Edwin J. Cooley was made in each of these cases, 22 in number, previously reported as discharged with improvement or continued on probation. An endeavor was made to ascertain the exact facts as to the present home condition, employment and record of each of these probationers. In the cases of those previously reported as discharged with improvement, the minimum period after discharge from probation had been one year and eight months. Of the three who were being continued on probation at the time of the first survey, one had just been discharged when the last investigation was completed. The other two had been discharged six months. Two years and ten months had elapsed in all cases since they came under the care of the

office. It would seem, therefore, that a fairly accurate estimate of the results of probation could be obtained from this investigation.

Summarizing the results as far as they could be ascertained at the last investigation, in the entire 28 cases placed on probation during the month of October, 1912, the following results were reported:

In Cases Where Results Could be Judged.

Classification	Number	Percentage
Permanent improvement indicated.....	17	68.00
*Fair improvement indicated	2	8.00
**Rearrested and committed	5	20.00
Absconded	1	4.00
Total	25	100.00

In Cases Where Results Could Not be Judged.

Allowed to remove to another locality.....	1
Allowed to enter the United States Navy	1
Died	1
Total	3

Grand Total 28

The following is the table of results reported in all cases which completed their probation period and were regularly discharged, i. e., those in which the probation officers had a full opportunity to do constructive work throughout the probation period:

Classification	Number	Percentage
Permanent improvement indicated.....	17	81.00
Fair improvement indicated	2	9.50
Rearrested and committed	1	4.75
Died	1	4.75
Total	21	100.00

*One rearrested—petit larceny—sentence suspended. (Circumstances trivial.)

**Only one rearrested and committed after discharge from probation—burglary—Elmira Reformatory.

It would seem that the results of this investigation confirm the belief of the Commission that when the probation work is efficiently done, a large majority of probation cases ultimately make good. The fact that of all cases placed during a given period, which could be followed, 68 per cent. were found permanently improved and an additional 8 per cent. showed fair improvement is still another proof that probation when thoroughly applied succeeds.

There follows herewith a summary of the principal facts as reported in each of the cases investigated:

CASE 1

Name, Farwell ———.

Present age, 29 years.

Social state, married.

Offense, abandonment.

Placed on probation, October, 1912.

Previous court record, September 19, 1912; non-support; placed on probation, City Court of Buffalo.

Results, discharged with improvement, December, 1913.

Drinking to excess and gambling caused this defendant to desert his family. At the time of his discharge from probation, the home had been re-established, defendant had an excellent position, was temperate in his habits and had formed good associations.

Present Conditions, Date of Survey, August, 1915

At present, defendant is earning \$18 weekly in the employ of a large industrial concern. His wages have been raised three times. His wife reports that her married life for the past year and one-half has been extremely happy. The family is well clothed and their home bears evidence of good living conditions. A former employer, neighbors and others state that defendant has been industrious and thrifty and has shown marked improvement in his personal habits and especially in his attitude towards his wife and child. Since his discharge from probation he has had his life insured in a well-known fraternal organization. No court record.

Probationary period.— One year, two months.

Period since discharge.— One year, eight months.

Judgment.— Conditions indicate permanent improvement.

CASE 2

Name, John ———.

Present age, 43 years.

Social state, married.

Offense, assault, 3rd degree.

Placed on probation, October, 1912.

Results, discharged with improvement, August, 1913.

Previous court record, April 15, 1912; assault third degree; fined \$5.

Drinking to excess caused this defendant's appearance before the Court. During his term of probation, he paid \$32 in reparation to the complainant. At the time of his discharge, he was working steadily, earning \$2.50 per day and paying for a home.

Present Conditions, Date of Survey, August, 1915

Since his release from probation, defendant has continued to improve himself. He is working steadily as a stone mason earning \$2.50 per day. He is well dressed and takes pride in his home and family. His children attend school regularly. He is a member of the Church in his neighborhood and some time ago had his life insured for \$500. His home is neat and comfortable. Police, neighbors and others interviewed, state he is a good and useful member of society. No court record.

Probationary period.— Eight and one-half months.

Period since discharge.— Two years.

Judgment.— Conditions indicate permanent improvement.

CASE 3

Name, Edwin ———.

Present age, 57 years.

Social state, single.

Offense, criminally receiving stolen property.

Placed on probation, October, 1912.

Results, discharged with improvement, December, 1913.

Previous court record, October, 1907, adultery; released on \$500 bail, left town, forfeiting same.

Defendant's delinquency consisted of his buying and disposing of stolen property at a considerable profit. He was the owner of

a confectionery store and allowed a bad crowd of young men to frequent his place. Upon his discharge from probation, he was catering to a better trade and evidently had learned a wholesome lesson.

Present Conditions, Date of Survey, August, 1915

Defendant is still conducting the confectionery store in question and his business has increased. According to reports from the police and neighbors, defendant is carrying on his business in a respectable and orderly fashion. At the present time his profits average about \$25 weekly. He resides with his sister and the home is a comfortable one. He is temperate in his habits. No court record.

Probationary period.— One year, two months.

Period since discharge.— One year, eight months.

Judgment.— Conditions indicate permanent improvement.

CASE 4

Name, Ernest ———.

Present age, 26 years.

Social state, sing'l'e.

Offense, petit larceny.

Placed on probation, October, 1912.

Results, discharged with improvement, December, 1913.

Previous court record, none.

Intemperance and bad associates caused this defendant's delinquency. When discharged from probation he had paid \$20 in restitution, was earning \$15 weekly, had saved a fair portion of his earnings; habits and associates were improved and he was contributing towards the support of his aged father.

Present Conditions, Date of Survey, August, 1915

Since his release from probation, defendant has continued to lead a respectable life. He is holding the same position and is earning \$15 weekly. He has saved \$150 and recently purchased a piano. His appearance is good and the police, his employer and

members of his family state his conduct has been most commendable. He still continues to contribute toward the support of his aged father. No court record.

Probationary period.— One year, two months.

Period since discharge.— One year, eight months.

Judgment.— Conditions indicate permanent improvement.

CASE 5

Name, Peter ———.

Present age, 22 years.

Social state, single.

Offense, assault, third degree.

Placed on probation, October, 1912.

Results, discharged with improvement, December, 1913.

Previous court record, none.

When released on probation, this defendant had been in this country but two years and had only received four months' schooling in the old country. He worked steadily while on probation earning \$12.50 weekly and paid \$75 in reparation to the complainant.

Present Conditions, Date of Survey, August, 1915

Defendant has continued to work regularly in a laboring capacity. He lived with his married sister in a good neighborhood. He earns \$13 weekly. Police, neighbors and sister speak well of him and state that his habits are good. He has saved his money and has a modest bank account at the present time. No court record.

Probationary period.— One year, two months.

Period since discharge.— One year, eight months.

Judgment.— Conditions indicate permanent improvement.

CASE 6

Name, Lawrence ———.

Present age, 24 years.

Social state, single.

Offense, assault, third degree.

Placed on probation, October, 1912.

Results, discharged with improvement, February, 1913.

Previous court record, August 26, 1912, assault third degree, six months Erie county penitentiary.

This defendant was sentenced to the penitentiary for six months. After serving five weeks, he was released on probation. .Drinking to excess was his main trouble. On probation, he became more temperate in his habits, worked steadily as a chauffeur, earning \$12 weekly and formed better associates.

Present Conditions, Date of Survey, August, 1915

During the past year and one-half, since his discharge, defendant has remained steadily employed. At present he is working as a chauffeur for a large produce company and earns \$16 weekly. His employer speaks highly of him. He is temperate in his habits and contributes part of his earnings at home. He has formed better associates. No court record.

Probationary period.— Five months.

Period since discharge.— Two years, six months.

Judgment.— Conditions indicate permanent improvement.

CASE 7

Name, Kaiser ———.

Present age, 51 years.

Social state, married.

Offense, grand larceny, second degree.

Placed on probation, October, 1912.

Results, discharged with improvement, December, 1913.

Previous court record, none.

Intemperance occasioned this defendant's downfall. While on probation he led a more temperate life and desirable employment was found for him. He paid \$125 in restitution to the complainant and at the time of his discharge from probation was contributing towards the support of his family.

Present Conditions, Date of Survey, August, 1915

Defendant is still holding the same position; that of assistant foreman in the Department of Public Works. He earns \$15

weekly and is well thought of by his employer. He attends church regularly and is a member of the church choir. His home life bears every evidence of being a happy one. Police, neighbors and members of his family state that he has rehabilitated himself in a most satisfactory manner. No court record.

Probationary period.— One year, two months.

Period since discharge.— One year, eight months.

Judgment.— Conditions indicate permanent improvement.

CASE 8

Name, Elmer ———.

Present age, 22 years.

Social state, single.

Offense, assault, third degree.

Placed on probation, October, 1912.

Results, discharged with improvement, December, 1913.

Previous court record, none.

Prior to being placed on probation, this defendant had been in trouble on several occasions and bore a bad reputation. On probation, he paid \$40 in restitution in weekly installments of \$1. He worked regularly for his father, who is in the carting business and earned \$12 weekly.

Present Conditions, Date of Survey, August, 1915

Defendant has continued to work for his father and for about a year past has taken charge of the entire business. His earnings at present average \$25 to \$30 weekly. Recently his father bid on a contract amounting to about thirty thousand dollars and should the contract be awarded to the firm, defendant will supervise its operation. During the past two years defendant has saved \$600. In addition he has purchased a small automobile. He lives at home with his people — his habits are good. In several instances he has sought to assist former companions who have shown tendencies to become involved in trouble. At the time of this interview, defendant offered to secure work for needy probationers. No court record.

Probationary period.— One year, two months.

Period since discharge.— One year, eight months.

Judgment.— Conditions indicate permanent improvement.

CASE 9

Name, Michael ———.

Present age, 26 years.

Social state, married.

Offense, grand larceny, second degree.

Placed on probation, October, 1912.

Results, discharged with improvement, December, 1913.

Previous court record, none.

Prior to defendant being placed on probation, he was an undesirable character. On probation he worked steadily, refrained absolutely from the use of intoxicants and avoided former associates. His family conditions were bettered as a result of his improved habits.

Present Conditions, Date of Survey, August, 1915.

Defendant has remained steadily employed at the same position and now earns \$20 weekly. He has been entrusted with important matters by his employer on numerous occasions and has always acted in an honorable manner. He has not used intoxicants in any form. His family has moved into a new home and are in a comfortable and contented state. The children are well dressed and attend school regularly. Defendant's employer cannot speak too highly of his improved conduct. No court record.

Probationary period.— One year, two months.

Period since discharge.— One year, eight months.

Judgment.— Conditions indicate permanent improvement.

CASE 10

Name, Charles ———.

Present age, 25 years.

Social state, single.

Offense, rape, second degree.

Placed on probation, October, 1912.

Results, discharged with improvement, March, 1913.

Previous court record, none.

During his term of probation, defendant paid \$125 in reparation to the complainant. He worked steadily earning fair wages.

Present Conditions, Date of Survey, August, 1915

For the past year, defendant has been employed in the stereo-type room of a large newspaper learning the printing trade. His earnings are \$12.50 weekly. He has refrained entirely from the use of intoxicants and has avoided his former companions. Some-time ago he took out a life insurance policy for \$1,000 and in other respects has shown a tendency to save his money. He contributes generously towards the support of his parents. No court record.

Probationary period.— Five months.

Period since discharge.— Two years, six months.

Judgment.— Conditions indicate permanent improvement.

CASE 11

Name, Anton ———.

Present age, 36 years.

Social state, married.

Offense, abandonment.

Placed on probation, October, 1912.

Results, discharged with improvement, September, 1915.

Previous court record, none.

Paid \$225 through probation office for support of family. Defendant worked industriously and earned good wages. Family reunited and living happily together. Twenty-seven dollars and forty cents representing expenses incurred in defendant's arrest ordered paid by the court, has not been received.

Present Conditions, Date of Survey, September, 1915

Defendant living with his wife and children in Altoona, Pa. He is working on a farm and earns about \$1.75 per day. Reports regularly by letter. Have had his conditions investigated by the

Superintendent of Police and the captain of the Pennsylvania railroad police. Reports are satisfactory. To date, defendant has been unable to pay \$27.40 in restitution to the county of Erie.

The real purposes of probation have been accomplished in this case. The family have been reunited and defendant's character and habits have been improved. It appeared that requiring the defendant to reimburse the county for expenses incurred would be an unwarranted hardship on the family. On the above stated grounds, therefore, application was made to the county judge on September 16, 1915, for a suspension of the order requiring defendant to reimburse the county and requesting his discharge from probation. The order was granted. Case reported to the State Probation Commission in September, 1915, as discharged with improvement.

Probationary period.— Two years, eleven months.

Judgment.— Conditions indicate permanent improvement.

CASE 12

Name, Louis ———.

Present age, 30 years.

Social state, married.

Offense, grand larceny, first degree.

Placed on probation, October, 1912.

Results, discharged with improvement, December, 1913.

Previous court record, December 21, 1911, driving auto without a license, fined \$5.

Bad associations combined with intemperance were the primary causes of this defendant's delinquency. On probation he worked steadily and contributed his earnings at home. He formed better companions and led a more temperate life.

Present Conditions, Date of Survey, August, 1915

Defendant has continued to do well. For the past year and one-half he has worked steadily as a chauffeur for one of the city's prominent business men and earns \$75 monthly. Recently he tried the examination for policeman and was successful in both

physical and mental tests. His appointment is but a question of time. His employer, neighbors and members of his family claim that defendant has developed into a self-respecting and conscientious individual. No court record.

Probationary period.— One year, two months.

Period since discharge.— One year, eight months.

Judgment.— Conditions indicate permanent improvement.

CASE 13

Name, Henry ———.

Present age, 22 years.

Social state, single.

Offense, petit larceny.

Placed on probation, October, 1912.

Results, absconded, March, 1915.

Previous court record: October 21, 1914.— Juvenile delinquency (petit larceny), sentence suspended; October 18, 1905.— Juvenile delinquency (petit larceny), sentence suspended.

Defendant did well for the first seven months while being on probation. He worked steadily and contributed \$11 of the \$20 restitution ordered. With permission he moved with his mother to a suburban town where she had purchased a small farm. In May, he failed to report and nothing was heard from him until two months later when a letter was received in which he promised to report and pay the balance of the restitution. He failed to do this, however, and active investigation has failed to discover his whereabouts.

Present Conditions, Date of Survey, September, 1915

Defendant was classified as absconded and reported to the State Probation Commission in March, 1915. Nothing definite has been heard of him since September 2, 1914. At that time he was working as a huckster throughout western New York. It can be seen plainly that defendant's violation of probation is not of a very serious character.

Probationary period.— Two years, five months.

Period since discharge.— Six months.

Judgment.— Absconded.

CASE 14

Name, William ———.

Present age, 29 years.

Social state, married.

Offense, criminally receiving stolen property.

Placed on probation, October, 1912.

Results, discharged with improvement, December, 1913.

Previous court record, none.

Prior to defendant's release on probation he conducted a saloon of unsavory character. The character of his place improved while on probation and defendant refrained from the use of intoxicants. He saved his money and treated his wife in a more considerate manner.

Present Conditions, Date of Survey, August, 1915

Defendant is now conducting a respectable saloon in a better locality in this city. He earns from \$75 to \$100 monthly and has a few hundred dollars in the bank. Defendant's wife states that their home life is a happy one and that his conduct has improved to a large degree. The police and others who have known him, testify to his improved conduct and especially to the improved character of his place of business. No court record.

Probationary period.— One year, two months.

Period since discharge.— One year, eight months.

Judgment.— Conditions indicate permanent improvement.

CASE 15

Name, William ———.

Present age, 29 years.

Social state, married.

Offense, abandonment.

Placed on probation, October, 1912.

Results, discharged with improvement, December, 1913.

Previous court record, none.

When discharged from probation, defendant was leading a temperate life, working steadily and providing a proper maintenance for his family. The case had been a most difficult one.

Present Conditions, Date of Survey, August, 1915

Defendant has continued his good conduct and at the present time is employed in the capacity of foreman earning \$23 weekly. His personal appearance has improved generally and he has developed into a thrifty and sober character. He has a modest bank account and a few months ago invested \$250 in real estate. Although not living with his family, defendant continues to provide toward their support in an adequate manner. No court record.

Probationary period.— One year, two months.

Period since discharge.— One year, eight months.

Judgment.— Conditions indicate permanent improvement.

CASE 16

Name, John ———.

Present age, 20 years.

Social state, single.

Offense, petit larceny.

Placed on probation, October, 1912.

Results, discharged without improvement, March, 1915.

Previous court record, none.

This defendant's father was dead and his mother was a loose character. Defendant did very well for a while and paid \$12 in small installments of \$38 restitution ordered. After being on probation a little over a year, the defendant left the city without permission. Diligent investigation indicated that he had gone to work on the Great Lakes.

Present Conditions, Date of Survey, September, 1915

Defendant returned to the city on May 1, 1914. He was broken down in health and without funds. We assisted him and finally succeeded in getting him started again. He paid \$11 more in restitution. On February 26, 1915, the boy was convicted of disorderly conduct in city court and received ten days in the penitentiary. He left town after his release and was not heard of again until June 2, 1915. On this day, a letter was received from

Marathon City, Wisconsin, in which he promised to pay the \$15 remaining in restitution. He also stated he was working on a farm and he requested forgiveness for leaving the city without permission. On June 8, 1915, a money order was received for \$15 which completed his restitution in full.

In March, 1915, two years and five months after defendant was placed on probation, he was reported to the State Probation Commission as discharged without improvement. It might be inferred that this classification at that time was not accurate in the light of subsequent conditions. The fact that this defendant volunteered his whereabouts and paid the balance of the restitution must certainly weigh heavily in his favor.

Probationary period.— Two years, five months.

Period since discharge.— Six months.

Judgment.— Conditions indicate permanent improvement.

CASE 17

Name, Edward ———.

Present age, 33 years.

Social state, married.

Offense, criminally receiving stolen property.

Placed on probation, October, 1912.

Results, discharged with improvement, December, 1913.

Previous court record, none.

Prior to defendant's release on probation, he had been drinking heavily and associating with undesirable companions. His wife was rather a frivolous person and the welfare of their eight-year-old child was in jeopardy. On probation defendant worked steadily, contributed a greater portion of his earnings at home and was more temperate in his habits. His wife improved her personal habits and home conditions were considerably improved. The child was subjected to better supervision.

Present Conditions, Date of Survey, August, 1915

At the time of the man's release, he was employed as a railroad switchman earning about \$80 monthly. Two weeks after his

release from probation he was taken ill with pneumonia and died within a few days. His wife and child are, at present, living with her mother.

Probationary period.— One year, two months.

Period since discharge.— One year, eight months.

Judgment.— Died.

CASE 18

Name, Michael ———.

Present age, 47 years.

Social state, married.

Offense, assault, third degree.

Placed on probation, October, 1912.

Results, discharged with improvement, December, 1913.

Previous court record: April, 1905, assault, third degree, discharged; March, 1912, assault third degree, sentence suspended.

Prior to his release on probation, defendant had been arrested on numerous occasions and used alcohol to excess. His home conditions were very turbulent. On probation defendant refrained almost entirely from the use of intoxicants. He worked steadily, earning between \$50 and \$75 monthly. His family conditions improved.

Present Conditions, Date of Survey, August, 1915

Defendant still continues in the same employment earning about the same wages and contributes the greater portion of them towards the family support. He is temperate in his habits and spends most of his time at home with his family. The police, neighbors and relatives state that his habits have improved considerably and his family has benefited thereby. No court record.

Probationary period.— One year, two months.

Period since discharge.— One year, eight months.

Judgment.— Conditions show fair improvement.

CASE 19

Name, Joseph ———.

Present age, 24 years.

Social state, single.

Offense, burglary, third degree.

Placed on probation, October, 1912.

Previous court record: May 16, 1905, juvenile delinquency (petit larceny); State Industrial School, 13 months.

Results, discharged with improvement, December, 1913.

At the time of his discharge from probation, defendant was working steadily and assisting his people to improve conditions at home. He led a more temperate life and had improved his associations.

Present Conditions, Date of Survey, August, 1915

Since his discharge from probation, defendant has worked steadily. He is at present working for a large industrial concern earning \$14 weekly. This is an increase of \$1.50 per week over his wages at the time of his discharge from probation. Defendant was arrested last February for petit larceny with several others. The circumstances were trivial, however, and sentence was suspended in his case. On the whole, however, the police, members of his family and neighbors report that he has been leading a fairly creditable life. He recently had his life insured and expects to be married very shortly.

Probationary period.— One year, two months.

Period since discharge.— One year, eight months.

Judgment.— Conditions indicate a fair improvement.

CASE 20

Name, Lawrence ———.

Present age, 30 years.

Social state, married.

Offense, burglary, third degree.

Placed on probation, October, 1912.

Results, discharged with improvement, December, 1913.

Previous court record, none.

While on probation defendant worked steadily and provided a better maintenance for his family. Better companionships and less harmful amusements took the place of his former mode of recreation. He had previously been a heavy drinker but was induced to lead a more temperate life.

Present Conditions, Date of Survey, August, 1915

Defendant has worked steadily. At the present time he is employed earning \$14 weekly. He has taken excellent care of his family and his home is very well furnished. Recently defendant joined a well-known fraternal organization in which he is insured for \$1,000. He has also insured the life of his wife and five children. Neighbors, police and business men in his neighborhood testify as to his improved conduct. No court record.

Probationary period.— One year, two months.

Period since discharge.— One year, eight months.

Judgment.— Conditions indicate permanent improvement.

CASE 21

Name, Frank _____.

Present age, 26 years.

Social state, single.

Offense, grand larceny, 1st degree.

Placed on probation, October, 1912.

Results, discharged with improvement, December, 1913.

Previous court record: October 11, 1909, attempted robbery, 1st degree, indictment dismissed.

Defendant was a very undesirable character prior to being placed on probation. Home conditions were not of the best. While on probation, wholesome employment was secured for him and he was made to work steadily. Home conditions were improved. At the time of his release, he was working as a chauffeur earning \$18 weekly.

Present Conditions, Date of Survey, August, 1915

For the past year and one-half defendant has been employed as a chauffeur earning 18 weekly. His habits are good. He attends church regularly and expects to be married shortly. He has saved about \$200 for the purposes of his marriage. His employer states he is efficient and energetic at his work. No court record.

Probationary period.— One year, two months.

Period since discharge.— One year, eight months.

Judgment.— Conditions indicate permanent improvement.

CASE 22

Name, Clarence -----.

Present age, 24 years.

Social state, single.

Offense, grand larceny, 1st degree.

Placed on probation, October, 1912.

Results, discharged with improvement, December, 1913.

Previous court record, October 11, 1909, attempted robbery, 1st degree, indictment dismissed.

Defendant prior to being placed on probation was a member of a bad crowd of young men. Although his widowed mother was dependent upon him for support, he contributed practically nothing towards her maintenance. On probation he worked steadily earning \$12 weekly. He paid \$27.10 from his earnings in restitution. He contributed a portion of his earnings toward the support of his mother.

Present Conditions, Date of Survey, August, 1915

Shortly after his release from probation, defendant lost his position and during a few months' idleness lapsed into his former ways. He was subsequently arrested on the charge of burglary and committed to the reformatory at Elmira, N. Y.

Probationary period.— One year, two months.

Period since discharge.— One year, eight months.

Judgment.— Rearrested and committed.

APPENDIX G

CITATIONS OF ALL STATUTES RELATING TO PROBATION, JUVENILE COURTS, ADULT CONTRIBUTORY DELINQUENCY AND JUVENILE HOMES, ENACTED DURING 1915

The Eighth Annual report of the Commission (for 1914) contains citations of all of the above statutes enacted up to January 1, 1915.

ALABAMA:

GENERAL ACTS.

- No. 498. Probation in cases of desertion and non-support by husbands and parents; appointment of probation officers, their duties and powers; penalty of violation of probation (on page 560).
No. 506. Juvenile courts and probation. Amends Laws of 1907, p. 390 (on page 577).

LOCAL ACTS.

- No. 110. Juvenile detention homes in Mobile County; appointment of officers; under control of juvenile court commission of the county (on page 30).
No. 128. Juvenile court and probation in Mobile County; jurisdiction and powers of court; appointment of salaried probation officers; appointment of unsalaried juvenile court commission (page 115).
No. 361. Juvenile court and probation in Jefferson County. Amends Laws of 1911 (on page 268).

CALIFORNIA:

- Ch. 631. Juvenile courts and probation. Repeals 1909, ch. 133 and subsequent amendments.

CONNECTICUT:

- Ch. 56. Payment of fines by probationers; manner of payment. Amends 1905, ch. 142, sec. 4.
Ch. 64. Appointment of probation officers; duties. Amends 1905, ch. 142, sec. 5.

DELAWARE:

- Ch. 671. Juvenile court of Wilmington; distribution of fines collected. Amends Laws of 1911, ch. 262.

FLORIDA:

- Ch. 6841. Detention homes and schools for delinquent children may be established in any county.
Ch. 6906. Adult contributory delinquency.
Ch. 6919. Appointment of probation officers in counties of 60,000; compensation.

GEORGIA:

- No. 210. Juvenile courts and probation in counties over 60,000; appointment of salaried probation officers; duties, powers and compensation; procedure; detention homes; adult contributory delinquency.

IDAHO:

- Ch. 83. Punishment for desertion and non-support of husbands and parents. Amends Rev. codes, sections 6781 and 6782 as enacted by Laws of 1907, ch. 303.
- Ch. 104. Probation in cases of persons under 25 years of age; to be in charge of probation officers of the juvenile court; penalty for violation of probation.
- Ch. 135. Mothers pensions.

ILLINOIS:

- Page 369. Adult contributory delinquency. Repeals Laws of 1905, p. 189.
- Page 378. Probation system. Amends Laws of 1911, p. 277, sections 2, 3, 4, 7, 9, 12, 13 and 14.
- Page 470. Abandonment of wife or children made a misdemeanor; release of defendant on probation.

INDIANA:

- Ch. 73. Non-support of wife or children; penalty; suspension of sentence and probation. Supplements Laws of 1913, ch. 325 (abandonment of children by parent).
- Ch. 77. Attendance officer to act as probation officer in counties under 25,000 where no probation officer has been appointed.
- Ch. 179. Desertion of wife or children; penalty. Amends Laws of 1913, ch. 325 (abandonment of children by parents) sec. 2.

IOWA:

- Senate File 560. Juvenile courts; detention homes and schools; procedure. Amends code, sections 254-a, 15, 16 and 20.
- Senate File 16. Juvenile courts; detention homes and schools; medical attention for indigent children brought before the court. Amends code, sec. 254 by adding sections 254-b to 254-l.

MAINE:

- Ch. 27. Appointment of assistant probation officer for county of Cumberland; compensation and duties. Amends Laws of 1905, Private and Special Laws, sections 1 and 3.

MASSACHUSETTS:

- Ch. 254. Appointment of assistant probation officers in certain courts outside of the city of Boston.

MICHIGAN:

- No. 308. Treatment and control of neglected and delinquent children; jurisdiction of probate court and the powers of probate judge; appointment of probation officers; detention rooms. Amends Laws of 1907, No. 6, sections 1, 3, 5, 6 and 7, as amended by Laws of 1909, No. 310; 1911, No. 262, 1913, Nos. 228 and 363 and adds new section 12-a.

MINNESOTA:

- Ch. 3. Detention homes may be established in counties of 200,000 to 300,000 population.
- Ch. 228. Establishing detention homes for Hennepin County; woman probation officer to be appointed as matron.

MONTANA:

- Ch. 52. Juvenile courts and probation. Amends Laws of 1911, ch. 122, sec. 14.

NEBRASKA:

- Ch. 24. Appointment of probation officers for juvenile court. Amends and repeals section 1249, R. S. of 1913.
- Ch. 168. Appointment of probation officers for all courts of record; salary; suspension of sentence; transfer of probationers to another county. Amends and repeals sections 9145, 9149 and 9151, R. S. of 1913.

NEW HAMPSHIRE:

- Ch. 30. Appointment of probation officers in towns not having a municipal court.
- Ch. 96. Juvenile court proceedings not to be published by newspapers. Amends Laws of 1907, ch. 125, sec. 3.

NEW JERSEY:

- Ch. 246. Welfare of children; probation.

NORTH CAROLINA:

- Ch. 222. Juvenile delinquents; care, reformation and training; appointment of salaried probation officers.

NORTH DAKOTA:

- Ch. 179. Juvenile court; appointment of District Juvenile Commissioner. Amends Laws of 1911, ch. 177.

OHIO:

- Page 458. Definition of delinquent and dependent children. Amends section 1644 and 1645, General Code.

OKLAHOMA:

- Ch. 111. Repeals sec. 4420; Revised Laws providing for appointment of salaried probation officers.
- Ch. 149. Abandonment of wife or child; punishment; probation.

OREGON:

- Ch. 90. Mothers pensions. Amends Laws of 1913, ch. 42, sections 1, 2, 5 and 10.
- Ch. 147. Juvenile courts in all counties. Amends sections 4407 and 4408, as amended by Laws of 1913, ch. 249, section 1, of Lord's Oregon Laws.

PENNSYLVANIA:

- No. 183. Care of neglected and delinquent children; provides for board of children committed. Amends Laws of 1903, No. 205, section 6 as amended by Laws of 1913, No. 469.
- No. 428. Salaries of probation officers of the courts of Philadelphia. Amends Laws of 1913, No. 399, sections 4 and 9.

RHODE ISLAND:

- Ch. 1185. Juvenile courts in district courts; procedure; probation; detention quarters; State probation officer to assign probation officers for service in juvenile courts; compensation of such officers; volunteer deputy probation officers to be appointed.

SOUTH DAKOTA:

- Ch. 119. Juvenile courts and probation in each county; procedure; volunteer probation officers to be appointed. Repeals Laws of 1903, ch. 89; and Laws of 1909, ch. 298.

TENNESSEE:

- Ch. 135. Suspension of sentence in felony cases where a plea of guilty has been received; release of defendant on parole.

VERMONT:

- No. 92. Juvenile courts and probation. Amends Laws of 1912, No. 113.
No. 101. Probation in cases of desertion of wife or child.
No. 174. Continuation of probation in cases of intoxicated persons. Amends Laws of 1912, No. 200.

VIRGINIA:

- Ch. 114. Desertion of wife or child; probation; designation of police officers as probation officers.

WASHINGTON:

- Ch. 135. Mothers pensions.

WEST VIRGINIA:

- Ch. 70. Juvenile courts and probation; procedure; appointment of salaried probation officers; detention homes.

WISCONSIN:

- Ch. 13. Probation in cases of minors guilty of a misdemeanor or of a felony for the first time. Amends sub-section 1 of section 4725-a of the Statutes.

WYOMING:

- Ch. 25. Pensions for mothers and children.
Ch. 72. Desertion of wife or children; probation.
Ch. 99. Dependent and delinquent children; care of; State supervision.

ALASKA:

- Ch. 46. Juvenile courts: when the court is to act. Amends Laws of 1913, ch. 32, sec. 9.

HAWAII:

- Ch. 100. Desertion and non-support of wife and children; suspension of sentence.

PORTO RICO:

- No. 37. Juvenile courts and probation in each district; procedure; appointment of volunteer probation officers; detention of children.

APPENDIX H

THE NEED FOR EQUITY JURISDICTION IN CHILDREN'S COURTS AND COURTS OF DOMESTIC RELATIONS

INTRODUCTION

Realizing the need for broadening the jurisdiction of children's courts and courts of domestic relations in this State by giving equity jurisdiction to such courts, the State Probation Commission, after conferring with some of the leading experts of the country, through Judge A. T. Clearwater, a member of the Commission, presented to the Constitutional Convention of New York State in 1915 the following amendment:

"The Legislature may establish children's courts, and courts of domestic relations, as separate courts, or parts of existing courts or courts hereafter to be created, and may confer upon them such equity and other jurisdiction as may be necessary for the correction, protection, guardianship and disposition of delinquent, neglected or dependent minors, and for the punishment and correction of adults responsible for or contributing to such delinquency, neglect or dependency, and of all persons legally chargeable with the support of a wife or children who abandon or neglect to support either. In the exercise of such jurisdiction such courts may hear and determine such causes with or without a jury."

On June 29th a hearing on the above amendment was arranged before the Judiciary Committee. The Chairman of the committee was George W. Wickersham of New York, and the committee numbered among its members some of the most eminent constitutional lawyers in the State. The committee was addressed by President Folks and Vice-President Wade of this Commission, and by Judge Julian W. Mack, Judge of the United States Circuit

Court of Appeals of Chicago. The address of Judge Mack was a notable one. It dealt with the fundamental purposes and needs of juvenile and domestic relations courts. This address had a great deal to do with the favorable action of the committee. The amendment was incorporated almost as presented in the final report of the Judiciary Committee and was adopted without change by the entire Convention.

Judge Mack's address in full follows.

**THE NEED FOR EQUITY JURISDICTION IN CHILDREN'S COURTS
AND COURTS OF DOMESTIC RELATIONS**

BY HON. JULIAN W. MACK, JUDGE OF THE UNITED STATES CIRCUIT COURT OF APPEALS, FORMERLY JUDGE OF THE JUVENILE COURT OF CHICAGO.

The whole subject of juvenile and domestic relations courts is new. It has arisen since your last Constitutional Convention. The first real juvenile court in this country was established in Chicago in 1899, following the enactment of the Illinois Act, the first comprehensive juvenile court act.

Juvenile court laws have now been enacted in perhaps two-thirds of the States. In most of these States they have been passed upon by the highest court and in every instance the fundamental principle of the law has been sustained as in accordance with the Constitution. In the State of New York, if the Legislature were disposed to create juvenile courts or courts of domestic relations and were to vest this jurisdiction in the Supreme Court,—the equivalent of our Circuit Court in Cook County where the jurisdiction is vested with us — a Constitutional amendment would be unnecessary because your Supreme Court, like our Circuit Court, has original and complete jurisdiction in equity as well as in common law. But in New York, as in a number of other States, this jurisdiction has been vested, not in a court of general jurisdiction, but in inferior or local courts. In New York these courts have no equity jurisdiction and, therefore, your juvenile court legislation has not been legislation of an equitable nature, but a variation of the old fundamental criminal jurisdiction and procedure.

The underlying principle of this legislation, which, as I have said, has been sustained as constitutional in every State in which the question has arisen, is this: That a child who has committed an offense, no matter what the nature of the offense may be—even what we may call murder—should be dealt with by the State, not as an adult is, merely to punish, but for the purpose of correction, for the purpose of training, for the purpose of education.

The underlying conception of our criminal law, despite all the reforming influences that have come in, is still that of vindication,

that the State must vindicate by punishing. This ought to be completely eliminated when we deal with children. If the child is deemed by the State unable to manage its own civil affairs, its contract and property rights, it ought not, either for its own good or for the good of society, to be dealt with as if he had full comprehension of the laws of the State and was, therefore, to be punished for a willful, or even in some instances an unwitting violation thereof.

It was believed that children could be saved the stigma of crime and criminality, and that children who were going the wrong way could be saved from the career that leads to the penitentiary, if they were taken in hand by the State when the parents were either unwilling or unable properly to take them in hand themselves. And so the State, acting in its higher capacity, as *parens patriae*, dealing with those children as its wards, because of the neglect or failure of the immediate guardians, the parents, to fully perform their duty, steps into the place of those parents, to a greater or less extent, and performs that parental duty, not of criminalizing but of saving, not of stigmatizing but of uplifting, educating and training to decent citizenship.

The thought was that if the State is to act in this parental way, if the child is not to be criminalized, if the stigma is to be removed so that the child could begin to recognize in the State his interest in it, for the child's sake and the State's sake, all the old vestiges of the criminal law ought to be eliminated if it is possible to do that. And it has been found possible to do it, because it is merely an extension of the old equitable jurisdiction of the High Court of Chancery in England over not merely the property but the person of the child, established by decisions in the House of Lords which have been continued in courts of equity in many of our States.

The child is brought in under a petition and a summons stating that it has done this, that or the other thing, and is in need of the care and protection of the State. The parents are summoned, notified and given an opportunity to be heard, because they are in danger of being deprived of their immediate parental right to the custody of the child, and so, of course, they have to be protected and given an opportunity to be heard in defense of that right.

The hearing is anything but a criminal trial. The question for solution is not whether the child has done some specific thing, and, if it has not, to go hence without any further care on the part of the State, and, if it has, let it be punished; but the inquiry is: What is the child? What has it become? What is it tending to become? What are the surrounding influences? What is its companionship? What are the hereditary influences that have been brought to bear upon it?

In connection with the best juvenile courts we have medical assistants; we have psychopathic institutes; and the physical and mental and, so far as possible, the psychopathic condition of the child, is determined and laid before the judge to assist him in solving his problem.

The past of the child is investigated, the surroundings, the environment, the companionship is looked into, and all the facts are presented to the judge to enable him to decide, as said before, not whether the child has committed some specific crime but whether, because of what that child has done, it is in need of the protection or care of the State. If it is, that is given to it in many different ways — by admonition, by placing the child under probation, and with compulsion to report to a probation officer, or the probation officer to go to the home of the child and represent not merely the power but the care, the protecting interest of the State in the child. Sometimes it is given a chance time and time again; sometimes the circumstances of the home are such that, for the good of the child, it has to be taken away from its own home. Sometimes this is done at once, sometimes after several trials.

This is the general theory of Juvenile Court legislation. Because of the fact that you did not vest the jurisdiction in your Supreme Court, because you invested it in your inferior courts, you in New York have maintained the criminal jurisdiction. The problem before the judge in the Children's Court in New York is the criminal problem. You modify it in words. You passed a statute which says that the child shall not be charged or convicted of any specific crime but of juvenile delinquency. Nevertheless, it is charged by using the language of the criminal law, it is convicted by using the language of the criminal law.

You have removed in this State some of the stigmas that have attached to the criminal jurisdiction, some of the disabilities that follow the criminal. All of the ameliorative influences are excellent, and your Legislature has done the best that could be done, I believe, while adhering to the criminal law. But the best thought of the country is that the criminal court is not the forum in which to deal with children and their parents for most of the offenses. I do not mean to say there are not circumstances in which a child should not be dealt with, particularly a boy of sixteen or eighteen, in the criminal court. In all cases the power is left to the Juvenile Court to deal with the child, as in a criminal court.

In my judgment, the wise thing for a constitutional convention to do regarding a new and growing subject such as this, a subject that has grown up within the last sixteen years, is not to tie the hands of your Legislature for the next twenty years as to what particular court shall have jurisdiction in this kind of cases, and under what form that jurisdiction shall be exercised, but to enable the courts or the Legislature to follow what may be found to be best from the results obtained throughout the country where experiments of all kinds are now going on, and to enable your courts to adopt that form which is most generally approved by Legislatures and child welfare experts throughout the land, in fact, throughout the world, because our Juvenile Court legislation has been followed in most of the leading European countries and in Japan.

Still newer than the juvenile courts are the domestic relations courts. One of the important matters that comes before our courts is the question of the failure to support wife and children. These cases are frequently so aggravated that they must be dealt with under the law of crimes. Many a father and husband is such an unmitigated scoundrel and he ought to be punished, but many are not real criminals; they are not doing the right and square thing. It is true, and the question is: What is the best thing to do with men of that kind? Is it best to simply deal with them as criminals, punish them and send them to jail?

I am always reminded of the story of a little boy who was in the George Junior Republic; he made a great career there. He came from Boston; he was a newsboy. Every policeman in town

knew him, but he learned the lessons of the George Junior Republic. He went back one Christmas holiday and found his brother-in-law, a hard-working fellow, at home drunk, beating his wife, the sister of the boy. This chap went down and got the corner policeman and said to him, "I want you to come up and referee a job." (He learned that at the Republic.) The policeman came and refereed the job, the little boy giving his brother-in-law a fair chance with his fists; but he got his medicine. When he was asked about it afterwards he said, "What should I have done? I could have sent for the police and had him arrested. But when he is sober he is all right; he is a good hard-working fellow; he loves his wife and children. If I had him arrested what would have happened? It would have taken every bit of manhood out of him to have gone to jail; and what would have happened to my sister and the children? They would have become objects of charity. I gave him the lesson that he needed. He is going to be decent. He may get drunk again, he may go off, but the chances are that he will not. At any rate, I saved my sister and her children from becoming paupers on the community this time."

Should not the courts have the opportunity to deal with men in a somewhat analagous way, to say to a man like this, "We are not going to stigmatize you as a criminal." Ought not the Legislature to have the power to say, we will enable the Domestic Relations Court to enter a decree that a man shall support his wife and children by paying so much weekly, and if he fails to do it, he will be dealt with like a man who fails to pay alimony in a divorce case — through contempt proceedings? I believe that the Legislature should have the power to vest equity jurisdiction in any courts in which these cases come up.

There are two essential matters in which the amendment offered by Judge Clearwater and that advanced by Mr. Stimson differ: Mr. Stimson's bill deals with inferior and local courts execusively, and vests this jurisdiction of children's cases and of domestic relations cases in the inferior or local courts of the State. Assuming that the term local court does not include the County Court, and I am advised that it does not, then under Mr. Stimson's amendment the jurisdiction could be vested only in inferior courts. To

my mind that is tying the hands of the Legislature in a most dangerous way. No court of general jurisdiction is too high or too dignified and no judge is too able or too learned to sit in the Children's Court and to determine the fate of so many of the future citizens of the State.

Therefore I think it would be a terrific wrong to say to your Legislature that for the next twenty years they are forbidden to confer this jurisdiction on courts of general jurisdiction, and that it can be conferred only on the inferior courts, not courts of record, particularly if it is to be the broad equity jurisdiction that cannot be too broad to carry out fully the purposes of a Juvenile Court act.

Under Judge Clearwater's amendment the Legislature has absolutely free scope; it can confer jurisdiction upon the Supreme Court or on the inferior courts or on both; it can confer or continue your criminal jurisdiction; it can give equity jurisdiction; it can give the two together or separately.

Coming to the second point of difference between the amendments offered by Judge Clearwater and Mr. Stimson:

Some time after the Juvenile Court was established there was felt the need of supplementary legislation, generally denominated the Adult Contributory Delinquency Law. This law provides that the parent or any other adult who by willful acts, or by his willful neglect brings or helps to bring a child to a state of delinquency, so that it has to be dealt with by the courts, is himself subject to the jurisdiction of the court either for punishment or for correction.

Of course, some of these adult contributory acts are of such a serious nature that they can only be dealt with properly in a criminal court, by punishment. But there are, in large cities particularly, and particularly in the case of the many foreigners, of numerous nationalities, who are congregated there, many instances where it is a crime to treat parents who are not doing their full duty by their children, as criminals. Yet those parents need a checking up, and by a power representing the State, by the court. It is to cover such cases as this that it is provided in Judge Clearwater's amendment that this equity and other jurisdiction may be

conferred upon the courts dealing with the delinquencies of children, to deal also with the adults responsible for or contributing to such delinquencies. That is omitted in Mr. Stimson's amendment.

I believe you will find it wise to empower the Legislature to enable your judges to act not merely from the side of the criminal law to punish parents, but from the side of equity jurisdiction, by decree to command them to do this, that or the other thing, and on their failure to do these things, to bring them in under contempt proceedings. No substantial right of the accused is violated, but in thousands, hundreds of thousands of instances ignorant parents are going to be saved the stigma of criminality.

The object of all the legislation is to conserve the family, as the cornerstone of civilization, and we are in danger of breaking up the family when we array either the child or the parent in the criminal court, the one witnessing against the other on criminal charges.

I said that in Illinois this jurisdiction had been vested in the court of general jurisdiction — our Circuit Court. In Denver, in Boston and in Washington, D. C.; it has been vested in special courts. Whether the one or the other is best is a matter that can only be determined in each community and after some time; therefore, as to this the Legislature's hands should not be tied. In Judge Clearwater's amendment there is the possibility of an entirely independent children's court being established solely for the purpose; there is the possibility of conferring the jurisdiction upon any court, inferior or superior.

It is extremely important, in my judgment, that the Legislature should have the power to vest all of this jurisdiction, both as to the children and as to the adult, both the criminal and the equitable in one court.

The great trouble in Chicago to-day is this, that the Juvenile Court, which is a branch of the Circuit Court, deals with the children. If there is an adult contributor to the delinquency of the child, you have got to send him over to the Municipal Court for trial. If it is a case of non-support, under our peculiar law, we have to send it over to the County Court to enforce the non-support provision. If there is some trouble between husband and

wife, it goes to the Court of Domestic Relations. In the saving of these thousands of poor people and in the interests of the general welfare, all these matters should be dealt with in the one court.

The question is not which of these courses is the wisest one, but whether, by proper constitutional provision, your Legislature shall be enabled, if it deems the exercise of this equitable jurisdiction wise, to enact laws similar to those enacted in other States, to give equity jurisdiction in children's and domestic relations cases without the necessity of vesting this jurisdiction in your Supreme Court. That the Legislature cannot do to-day. That is the fundamental object of this constitutional amendment.

APPENDIX I

APPROPRIATIONS TO THE COMMISSION BY THE LEGISLATURE OF 1915

In the Appropriation Bill

• For salary of the secretary, three thousand five hundred dollars \$3,500 00

Graded Employees

Seventh grade, two employees, one thousand five hundred dollars each..... 3,000 00

Sixth grade, one employee, one thousand dollars... 1,000 00

For temporary services, one hundred dollars..... 100 00

For actual and necessary traveling expenses of the commissioners, secretary and other employees in the performance of their official duties, one thousand five hundred dollars..... 1,500 00

For furniture, books, blanks, printing, binding, telephone and telegraph service and other necessary office expenses, two thousand dollars..... 2,000 00

For postage and transportation of letters and official documents and other matter sent by express or freight, including boxes or covering for same, nine hundred dollars 900 00

For rent of office, six hundred dollars..... 600 00

For expenses of conferences, two hundred dollars.. 200 00

Total..... \$12,800 00

In the Supply Bill

For expenses of conferences, two hundred dollars . . .	\$200 00
For rent, furniture, books, blanks, printing, binding telephone and telegraph service, postage and trans- portation of letters, official documents and other matter sent by express or freight, including boxes or covering for same, and other necessary office expenses, one thousand five hundred thirteen dol- lars and twenty-three cents	1,513 23
Total	<u>\$1,713 23</u>

**APPROPRIATIONS TO THE COMMISSION REQUESTED FROM THE
LEGISLATURE OF 1916**

In the Appropriation Bill

For salary of the secretary, three thousand five hun- dred dollars	\$3,500 00
Graded Employees	
Eighth grade, two employees, one thousand eight hundred dollars each	3,600 00
Seventh grade, one employee, one thousand five hun- dred dollars	1,500 00
Sixth grade, one employee, one thousand dollars . . .	1,000 00
For temporary services, one hundred dollars	100 00
For actual and necessary traveling expenses of the commissioners, secretary and other employees in the performance of their official duties, one thou- sand eight hundred dollars	1,800 00
For furniture, books, blanks, stationery, printing, binding, messages, telephone and telegraph serv- ice, and other necessary office expenses, two thousand five hundred dollars	2,500 00
For postage and transportation of letters, official documents and other matter sent by express or freight, including boxes or covering for same, nine hundred dollars	900 00
For expenses of conferences, two hundred dollars . .	200 00
Total	<u>\$15,100 00</u>

APPENDIX J.

THE DIRECTORY

[521]

SECTION 1

PROBATION OFFICERS IN NEW YORK STATE

REVISED TO MAY 1, 1916

PROBATION OFFICERS IN CITY COURTS

City	Court	Name of probation officer	Address	Classification
Albany	Police	Watkins, Mrs. Helen M.	Police Court.	Salaried
Amsterdam	Recorder's	Keating, Thomas J.	80 Howard St.	Volunteer
Auburn	Recorder's	Morse, William H.	12 Pine St.	Salaried
Batavia	Police	Wallace, Richard A.	Savings Bank Bldg.	Salaried
Beacon	City	Mix, Mrs. M. D.	Police Court.	Volunteer
Binghamton	City	Stark, Charles C.	County Cour House, Poughkeepsie	County
		Hooton, Madeleine G.	Exchange Bldg.	Salaried
		Koerbel, Samuel J.	Municipal Bldg.	County
Buffalo	Children's*	Kingsbury, Joseph J. (Chief).	44 Breckenridge St.	Salaried
		Carroll, John A.	44 Breckenridge St.	Salaried
		Fitzpatrick, A. Agnes.	44 Breckenridge St.	Salaried
		Spitzmiller, Charles H.	44 Breckenridge St.	Salaried
		Kron, Jacob N.	71 West Eagle St.	Detailed
	(Adult Part)	Wiley, William E. (Chief)	City Court.	Salaried
	City*	Chase, Lewis E.	City Court.	Salaried
		Ernst, Natalie C.	City Court.	Salaried
		Galvin, William T.	City Court.	Salaried
		Kennelly, William A.	City Court.	Salaried
		Maloney, Joseph P.	City Court.	Salaried
		Maloney, John P.	City Court.	Detailed
		Pfeiffer, Frederick W.	City Court.	Salaried
		Regan, Patrick	City Court.	Salaried
		Romatowski, Louis A.	City Court.	Salaried
		Sweeney, Agnes F.	City Court.	Salaried

PROBATION OFFICERS IN CITY COURTS — *Continued*

City	Court	Name of probation officer	Address	Classification
Canandaigua	Police	Trembly, John F.	County Court House	County
Cohoes	Recorder's	Mesick, William C.	127 Main St.	Volunteer
Corning	City	Whitney, Samuel B.	Box H, Hornell	County
Cortland	City	Angell, Walter H.	City Court	County
Elmira	Recorder's	Weaver, Elvin D.	Police Headquarters	Volunteer
Gloversville	Recorder's	Schumann, Harry W.	41 West Fulton St.	County
Hornell	Recorder's	Whitney, Samuel B.	Box H	County
Hudson	Police	Mesick, William C.	Police Court	Volunteer
Ithaca	City	Shaw, Mrs. Katherine H.	610 North Cayuga St.	Salaried
Jamestown	Police	Peterson, A. B.	City Hall	Salaried
Johnstown	Recorder's	Schumann, Harry W.	41 W. Fulton St., Gloversville	County
Kingston	Recorder's	Wiedemann, Theodore	Recorder's Court	Salaried
Lackawanna	City	Cooke, William J.	1136 Southside Parkway	Salaried
Lockport	City	Scoby, Arch C.	County Court House, Lockport	County
Mechanicville	Police	Davy, William B.	City Hall	Volunteer
Middletown	Recorder's	Handerson, William A.	Goshen	County
Mount Vernon	Special Sessions	Reif, George L., Jr.	City Hall	Salaried
Newburgh	Recorder's	Perrott, Emanuel	City Hall	Salaried
New Rochelle	City	Leabred, John E.	57 Charles St.	Volunteer
New York	Board of Magistrates, Manhattan and The Bronx	McKay, George D. (Deputy Chief)	300 Mulberry St., New York city	Salaried
		Bergman, Louis	68 East 96th St., New York city	Salaried
		Broadhead, Mrs. Frances S.	300 Mulberry St., New York city	Salaried
		Conway, John	402 West 43d St., New York city	Salaried
		Doyle, Anna	2366 Grand Concourse, The Bronx, New York city	Salaried

Fitzgerald, John P.	208 East 90th St., New York city.	Salaried
Hamel, Charles H.	397 East 158th St., The Bronx, New York city.	Salaried
Hamill, John F.	747 East 168th St., The Bronx, New York city.	Salaried
Hawks, Julian A.	352 West 117th St., New York city.	Salaried
Lavender, George J.	530 West 178th St., New York city.	Salaried
McCauley, Mrs. Carrie.	236 East 118th St., New York city.	Salaried
McCuaker, Susanne A.	1017 East 180th St., The Bronx, New York city.	Salaried
McElroy, William J.	144 Waverly Pl., New York city.	Salaried
McGroddy, Hugh F.	1389 Undercliff Ave., The Bronx, New York city.	Salaried
McQuade, Rose.	413 East 179th St., New York city.	Salaried
Mackey, Joseph J.	21 North 20th St., Elmhurst, L. I.	Salaried
Shelly, Patrick J.	264 Albany Ave., Brooklyn.	Salaried
Smith, Alice C.	166 Waverly Pl., New York city.	Salaried
Stafford, Maurice E.	608 West 115th St., New York city.	Salaried
Weir, Howard P.	307 Lenox Ave., New York city.	Salaried
Wicks, Milton F.	444 West 20th St., New York city.	Salaried
Coffey, John T. (Deputy Chief)	44 Court St., Brooklyn.	Salaried
Campbell, George E.	140 Linwood St., Brooklyn.	Salaried
Cooley, Frank.	2919 Ave. D., Brooklyn.	Salaried
Coyle, Margaret.	121 Fifth Ave., New Brighton, S. I.	Salaried
Fish, Myrtes M.	255 Macon St., Brooklyn.	Salaried
Flannery, John J.	1041-77th St., Brooklyn.	Salaried
Graves, Frank L.	805 St. John's Pl., Brooklyn.	Salaried
Hardoncourt, Mrs. E. A.	27 Prospect Pl., Brooklyn.	Salaried
Hayes, John P.	514 Chauncey St., Brooklyn.	Salaried
Hickey, Mrs. Mary E.	7 West Carnaga Ave., Far Rockaway, L. I.	Salaried
Higgins, John A.	38 Prospect Pl., Southwest, Brooklyn.	Salaried
Hodge, William B.	187 Concord St., Brooklyn.	Salaried
Holden, Mrs. Marie P.	510 Bay Ridge Ave., Brooklyn.	Salaried
Hughes, Mrs. Myra P.	8693 Twenty-second Ave., Brooklyn.	Salaried

Brooklyn, Queens and Richmond

PROBATION OFFICERS IN CITY COURTS — *Continued*

City	Court	Name of probation officer	Address	Classification
New York — <i>Continued</i>	Brooklyn, Queens and Richmond — <i>Continued</i>	Julian, Lionel.....	6301 Fifth Ave., Brooklyn.....	Salaried
		Keating, John.....	54 Ft. Green Pl., Brooklyn.....	Salaried
		Major, Kenneth.....	120 East 32d St., Brooklyn.....	Salaried
		O'Grady, Mrs. Ellen A.....	1475 President St., Brooklyn.....	Salaried
		O'Reilly, Patrick.....	209 Taylor St., W. Brighton, Richmond.....	Salaried
		Russell, Joseph P.....	75 Seventh Ave., New York city.....	Salaried
		Kelly, Laurence J. (Chief).....	315 Fourth Ave., New York city.....	Salaried
		Gaffney, Mrs. A. L. (Deputy Chief).....	315 Fourth Ave., New York city.....	Salaried
		Allis, William B.....	15 West 91st St., New York city.....	Salaried
		Axman, Mrs. Sophie C.....	1229 Park Ave., New York city.....	Salaried
	Special Sessions, Borough of Manhattan, Parts 1 and 6..	Connors, William A.....	450 Washington St., New York city.....	Salaried
		Mahony, William E.....	435 West 51st St., New York city.....	Salaried
		Russell, James I.....	90 West 103d St., New York city.....	Salaried
		Ryan, James J.....	140 West 85th St., New York city.....	Salaried
		Smith, John T.....	463 East 139th St., New York city.....	Salaried
		Swan, James A.....	1250 Jefferson Ave., Brooklyn.....	Salaried
		DeGennaro, George.....	1918-69th St., Brooklyn.....	Salaried
		Leitch, Frances E.....	4 Court Sq., Brooklyn.....	Salaried
		Rooney, John T.....	175 South 9th St., Brooklyn.....	Salaried
		Simon, Herman.....	1163 Vyse Ave., The Bronx, New York city.....	Salaried
	Borough of Brooklyn, Part 2.	Trieper, Theodore C.....	Cooper St. and Wyckoff Junction, Evergreen, Brooklyn.....	Salaried
		Sullivan, Timothy.....	9 Lewis St., Jamaica, L. I.....	Salaried
		Sullivan, Timothy.....	9 Lewis St., Jamaica, L. I.....	Salaried
		Sullivan, Timothy.....	9 Lewis St., Jamaica, L. I.....	Salaried
	Borough of Queens, Part 3.			
	Borough of Richmond, Part 4			

Borough of Bronx, Part 5...	Mullins, Michael J.	2331 Grand Concourse, The Bronx, New York city.	Salaried
	Fagan, Bernard J. (Chief)	137 East 22d St., New York city.	Salaried
Children's Court,	Halbert James B. (Deputy Chief)	137 East 22d St., New York city.	Salaried
	Marcus, Morris (Senior Pro- bation Officer)	191 South 9th St., Brooklyn.	Salaried
Manhattan.	Conaty, Joseph P.	131 East 50th St., New York city.	Salaried
	Finan, Francis J.	1053 Southern Blvd., New York city.	Salaried
	Hatfield, Mrs. Maria E.	2717 Caton Ave., Brooklyn.	Salaried
	Hayes, Peter A.	35 Morningside Ave., New York city.	Salaried
	Henkel, Edward J.	563-45th St., Brooklyn.	Salaried
	Heuser, Leonard.	513 East 145th St., The Bronx, New York city.	Salaried
	Higgins, Francis J.	429 Park Ave., New York city.	Salaried
	Hirt, Joseph.	589 West 177th St., New York city.	Salaried
	Jossum, Celia.	1840 Seventh Ave., New York city.	Salaried
	Kelly, Mrs. Ellen D.	934 Sterling Pl., Brooklyn.	Salaried
	Kelly, George J.	2122 Bryant Ave., The Bronx, New York city.	Salaried
	McNamara, James E.	250 West 123d St., New York city.	Salaried
Brooklyn.	Maloy, Mary R.	465 West 167th St., New York city.	Salaried
	Nyman, Charles S.	748 Beck St., New York city.	Salaried
	O'Connor, Mrs. Julia McN.	406 West 58th St., New York city.	Salaried
	Rooney, Michael.	43 Sterling Pl., Brooklyn.	Salaried
	Rose, Michael H.	1139-45th St., Brooklyn.	Salaried
	Smith, Frances E.	354 Putnam Ave., Brooklyn.	Salaried
	White, Daniel J.	839 West 178th St., New York city.	Salaried
	Boyd, James W.	Lincoln Ave., Rosedale, Queens, New York city.	Salaried
	Greenberg, Harry.	945-70th St., Brooklyn.	Salaried
	Hochfelder, Mrs. Annie W.	2104-67th St., Brooklyn.	Salaried
	Lyons, John H.	64 St. Johns Pl., Brooklyn.	Salaried
	Mallon, Patrick.	4 Court Sq., Brooklyn.	Salaried
	Medler, Joseph S.	71-2d St., Brooklyn.	Salaried
	Nash, Thomas J.	204 Clermont Ave., Brooklyn.	Salaried

PROBATION OFFICERS IN CITY COURTS — *Concluded*

City	Court	Name of probation officer	Address	Classification
New York — <i>Continued</i>	Brooklyn — <i>Continued</i>	Noonan, Joseph E.	240-94th St., Brooklyn	Salaried
		Park, Mrs. Marguerite H.	1048-52d St., Brooklyn	Salaried
	Queens	Taylor, Mrs. Letitia	86 Garfield Pl., Brooklyn	Salaried
		Peppard, Mrs. Josephine D.	602 Bedford Ave., Brooklyn	Salaried
	Richmond	Read, Mrs. Gertrude E.	816 Prospect Pl., Brooklyn	Salaried
		Shanahan, John J.	380 Shelton Ave., Jamaica, L. I.	Salaried
		Solan, Anna K.	Hollis, L. I.	Volunteer
		Boone, Caroline E.	696 Richmond Turnpike, Grimes Hills, S. I.	Salaried
		Roome, Anne V.	29-A. Hamilton Ave., New Brighton, S. I.	Salaried
	Bronx	Sullivan, Patrick J.	196 Richmond Turnpike, Tompkinsville, S. I.	Salaried
		Carnwright, Effie M.	128 West 13th St., New York city	Salaried
		Heineman, Mrs. Sallie A.	605 West 142d St., New York city	Salaried
		Probey, Henry A.	74 West 52d St., New York city	Salaried
		Ryan, D. F.	1249 Tinton Ave., The Bronx, New York city	Salaried
Niagara Falls N. Tonawanda Norwich Ogdensburg Oswego Plattsburg Poughkeepsie Rensselaer	Police	Smith, Mrs. Adelaide V.	200 West 142d St., New York city	Salaried
		Woods, George A.	2786 Creston Ave., The Bronx, New York city	Salaried
	Police	Scoby, Arch C.	County Court House, Lockport	Salaried
		Scoby, Arch C.	County Court House, Lockport	County
	Recorder's	Deuel, John G.	Norwich	County
		Nichols, John M.	Proctor Ave.	County
	Recorder's	Dempsey, William J.	County Court House	County
		Hennessey, William A.	109 Cornelia St.	County
	City	Morschauer, Emil	City Hall	Salaried
		Keating, Thomas J.	80 Howard St., Albany	Volunteer

Rochester.....	Police.....	Masters, Alfred J.....	County Court House.....	Salaried
Rome.....	City.....	Otnat, Emma L.....	38 Reynolds St.....	Salaried
Saratoga Springs.....	City.....	Morris, David W.....	County Court House, Utica.....	County
Schenectady.....	Police.....	Graves, Norman K.....	City Hall.....	Volunteer
Syracuse.....	Police*.....	Rosbrook, Anna G.....	City Hall.....	Volunteer
		Belden, Elmer E.....	378 Broadway.....	Paid by fee
		McGinn, William H.....	304 Clinton St.....	Volunteer
		Thalheimer, Mrs. Rose E. (Chief).....	302 W. Willow St.....	Salaried
Troy.....	Police.....	Shove, Marion.....	302 W. Willow St.....	Salaried
Utica.....	City.....	Walker, Nathaniel J.....	80 Howard St., Albany.....	Volunteer
		Fletcher, Thomas A. (Chief).....	City Court.....	Salaried
Watertown.....	City.....	Griffith, Mrs. E. W.....	1009 Park Ave.....	Salaried
		Ward, Peter A.....	City Court.....	Salaried
		Kellogg, Mrs. I. A.....	224 Massey Ave.....	Salaried
Watervliet.....	Recorder's.....	Walker, Nathaniel J.....	80 Howard St., Albany.....	Volunteer
Yonkers.....	Special Sessions*.....	Garrity, James A. (Chief).....	City Court.....	Salaried
		Lesnick, Matthew J.....	City Court.....	Salaried

VOLUNTEER PROBATION OFFICERS IN VILLAGE COURTS

VILLAGE	Court	County	Name of probation officer
Elmira Heights.....	Police.....	Chemung.....	Rosa, Ed.
Malone.....	Police.....	Franklin.....	Degon, Fred
Manlius.....	Police.....	Onondaga.....	Bullard, James
Medina.....	Police.....	Orleans.....	Roehrig, Gilbert H.
Patchogue.....	Police.....	Suffolk.....	Salisbury, William H.
Pleasantville.....	Police.....	Westchester.....	Swezey, Arthur M.
Port Chester.....	Special Sessions.....	Westchester.....	Laire, Charles J.
St. Johnsville.....	Police.....	Montgomery.....	Pettit, Genoveva
Suffern.....	Police.....	Rockland.....	Woodworth, William H.
			Schultz, Arthur R.

NOTE.— All county probation officers are authorized to serve in the courts of towns and villages in their respective counties.

PROBATION OFFICERS IN COURTS OF TOWNS

COUNTY	Town	Name of probation officer	Address	Classification
Albany.....	Colonie.....	Walker, N. J.....	Albany.....	Volunteer
Allegany.....	Cuba.....	Pettit, William N.....	Cuba.....	Volunteer
Chautauqua.....	Hanover.....	Gaib, Fred.....	Silver Creek.....	Volunteer
Delaware.....	Sidney.....	Phelps, Charles H.....	Sidney.....	Volunteer
Herkimer.....	Manheim.....	Porter, A. A.....	Dolgeville.....	Volunteer
Jefferson.....	Wilna.....	Peters, George.....	Carthage.....	Volunteer
Lewis.....	Oseola.....	Rowell, Elliott.....	Oseola.....	Volunteer
Nassau.....	Hempstead.....	Van Vranken, Florence.....	Mineola.....	Volunteer
Niagara.....	Lewiston.....	Austin, Henry T.....	Ransomville.....	Volunteer
Saratoga.....	Milton.....	O'Brien, James J.....	Ballston Spa.....	Paid by fee
Schenectady.....	Glenville and Rotterdam.....	McGinn, William H.....	Schenectady.....	Volunteer

PROBATION OFFICERS IN SUPREME AND COUNTY COURTS

COUNTY	Courts	Name of probation officer	Address	Classification
Albany	Supreme and County	Walker, Nathaniel J.	80 Howard St., Albany	Volunteer
Bronx	County	Harris, Harry B.	County Court, Bronx, New York city	Detailed
		Daly, George A.	County Court, Bronx, New York city	Volunteer
Broome	Supreme and County	Koebel, Samuel J.	Municipal Bldg., Binghamton	Salaried
Cayuga	Supreme and County	Wallace, Richard A.	Savings Bank Bldg., Auburn	Salaried
Chautauqua	Supreme and County	Button, Leon E.	Panama	Volunteer
		Gossett, Ernest A.	618 Spring St., Jamestown	Volunteer
		Peterson, A. B.	City Hall, Jamestown	Volunteer
Chenango	Supreme and County	Deuel, John G.	Norwich	Volunteer
Clinton	Supreme and County	Hennessey, William A.	109 Cornelia St., Plattsburg	Salaried
Columbia	County	Billaudel, Henri	Philmont	Volunteer
		Rogers, Charles S.	26 Green St., Hudson	Volunteer
		Tredinnick, John S.	81 North 5th St., Hudson	Volunteer
		Van Hoesen, Milton	823 Warren St., Hudson	Volunteer
		Walker, N. J.	80 Howard St., Albany	Volunteer
Cortland	Supreme and County	Angell, Walter H.	City Court, Cortland	Salaried
Delaware	Supreme and County	Phelps, Charles H.	Sidney	Volunteer
Dutchess	Supreme and County	Stark, Charles	County Court House, Poughkeepsie	Salaried
Erie	Supreme and County	Cooley, Edwin J. (Chief)	Law Exchange Bldg., Buffalo	Salaried
		Murphy, Joseph P.	Law Exchange Bldg., Buffalo	Salaried
		Platt, Lewis D.	Law Exchange Bldg., Buffalo	Salaried
		Smith, Mrs. Dorothea A.	Law Exchange Bldg., Buffalo	Salaried
		Volz, Edward P.	Law Exchange Bldg., Buffalo	Salaried
		Wozniak, Leon E.	Law Exchange Bldg., Buffalo	Salaried
		Zahn, Robert H.	Law Exchange Bldg., Buffalo	Salaried
Essex	County	Nicholson, John D.	County Court House, Elizabethtown	Salaried
Franklin	Supreme and County	Barrett, Harry A.	32 Elm St., Malone	Salaried

Fulton.....	Supreme and County.	Schumann, Harry W.....	41 West Fulton St., Gloversville.....	Salaried
Jefferson.....	Supreme and County.	Nichols, E. B.....	County Court House, Watertown.....	Salaried
Kings.....	County.....	Backus, E. P.....	County Court House, Brooklyn.....	Detailed
		Bagnarello, Joseph.....	County Court House, Brooklyn.....	Detailed
		Davis, John F.....	County Court House, Brooklyn.....	Detailed
		Klaboe, Nicholas.....	County Court House, Brooklyn.....	Volunteer
		O'Grady, Mrs. Ellen A.....	County Court House, Brooklyn.....	Volunteer
		Donnelly, James J.....	Lowville.....	Salaried
Levis.....	Supreme and County.	Cornell, Mrs. Carrie R.....	56 Stone St., Oneida.....	Salaried
Madison.....	County.....	Masters, Alfred J.....	County Court House, Rochester.....	Detailed
Monroe.....	County (Children's Part)*.....	Killip, William A.....	County Court House, Rochester.....	Salaried
		O'Reilly, Helen M.....	County Court House, Rochester.....	Salaried
		Smith, Mrs. Sarah F.....	County Court House, Rochester.....	Salaried
Montgomery.....	Supreme and County.	Morse, William H.....	12 Pine St., Amsterdam.....	Salaried
Nassau.....	Supreme and County.	Seaman, Phineas A.....	Morton Ave., Hempstead.....	Volunteer
New York.....	Supreme and General Sessions.....			
		Allison, Charles C.....	2303 Seventh Ave., New York city.....	Volunteer
		Conway, D. P.....	366 Broadway, New York city.....	Volunteer
		Betta, George H.....	366 Broadway, New York city.....	Volunteer
		Hayden, Mrs. Mary A.....	366 Broadway, New York city.....	Volunteer
		McEniff, John.....	366 Broadway, New York city.....	Volunteer
		Maciejewski, A. J.....	366 Broadway, New York city.....	Volunteer
		Quinlan, Anna V.....	366 Broadway, New York city.....	Volunteer
		Halpern, Irving W.....	32 Franklin St., New York city.....	Volunteer
		Meyer, Mrs. Gussie.....	32 Franklin St., New York city.....	Volunteer
		Reingold, Louis S.....	32 Franklin St., New York city.....	Volunteer
		Kimball, D. E.....	135 East 15th St., New York city.....	Volunteer
Niagara.....	Supreme and County.	Scoby, Arch C.....	County Court House, Lockport.....	Salaried
Oneida.....	Supreme and County.	Morris, David W.....	County Court House, Utica.....	Salaried
Onondaga.....	Supreme and County.	Hodge, William F.....	901 Onondaga County Savings Bank Bldg., Syracuse.....	Salaried
			County Court House, Syracuse.....	Salaried
		Winter, Charles W.....	County Court House, Canandaigua.....	Salaried
		Tremblay, John F.....	162 Main St., Goshen.....	Salaried
Ontario.....	County (Children's Part).....	Handerson, William A.....		
Orange.....	Supreme and County.....			

PROBATION OFFICERS IN SUPREME AND COUNTY COURTS — *Concluded*

COUNTY	Courts	Name of probation officer	Address	Classification
Oswego.....	Supreme and County	Dempsey, William J.	County Court House, Oswego.	Salaried
Osage.....	County.....	Roberts, Benton	West Exeter	Salaried
		Becker, Owen C.	Oneonta	Volunteer
		Kroll, Maurice J.	Oneonta	Volunteer
		Pierson, Adrian A.	96 Main St., Cooperstown	Volunteer
Putnam.....	County.....	Scott, Walter	Oneonta	Salaried
Queens.....	County.....	Trimble, Samuel	Cold Spring	Detailed
Rensselaer.....	Supreme and County	Cassidy, James H.	Blissville	Volunteer
Richmond.....	Supreme and County	Walker, Nathaniel J.	80 Howard St., Albany	Volunteer
Rockland.....	Supreme and County	Halbert, James B.	912 Post Ave., Port Richmond	Salaried
St. Lawrence.....	County.....	McNichol, Michael	Nyack	Salaried
Saratoga.....	Supreme and County	Nichols, John M.	Proctor Ave., Ogdensburg	Paid by fee
		Belden, Elmer	378 Broadway, Saratoga Springs	Paid by fee
		MacNeil, James B.	142 Milton Ave., Ballston Spa	Paid by fee
		Salisbury, Charles E.	Corinth	Paid by fee
Schenectady.....	County.....	Squires, N. C.	148 Park Place, Mechanicville	Volunteer
Schoharie.....	County.....	McGinn, William H.	304 Clinton St. Schenectady	Volunteer
		Clymer, Rev. John L.	7 Elm St., Cobleskill	Volunteer
		Dasey, James J.	Cobleskill	Volunteer
		Karg, Rev. Charles M.	Schoharie	Volunteer
Steuben.....	Supreme and County	Whitney, Samuel B.	Hornell	Salaried
		Hargrave, J. B.	Canisteo	Volunteer
Suffolk.....	Supreme and County	Preston, Henry H.	Riverhead	Salaried
Ulster.....	Supreme and County	Carl, Herbert	Kingston	Volunteer
		MacMillan, Mrs. Laura	Kingston	Volunteer
Warren.....	Supreme and County	Bullard, Frank E.	Glens Falls	Salaried
Westchester.....	Supreme and County*	Mounteney, W. Ewart	Box 94, White Plains	Salaried
Wyoming.....	County.....	Wellman, A. E.	Pavilion	Volunteer

* Names of volunteer officers are not given.

SECTION 2

PROBATION ASSOCIATIONS IN NEW YORK STATE

BUFFALO

BUFFALO PROBATION OFFICERS' ASSOCIATION: President, William E. Wiley; Secretary and Treasurer, John P. Maloney, City Court, Buffalo. Established December 20, 1910. Aims to increase the efficiency of probation and to promote friendship and co-operation among the members of the association. Meetings are held monthly at the call of the president.

NEW YORK CITY

THE BIG BROTHER MOVEMENT (*Incorporated*): President, Hon. Franklin C. Hoyt; Secretary, Charles A. Taussig, 200 Fifth Ave.; Chairman Executive Committee, Ernest K. Coulter; General Secretary, Rowland C. Sheldon. Object: To unite into an organized body men who are willing to interest themselves, by individual effort, in the welfare of children who have been arraigned in the Children's Court and in all others whose conditions of life call for such care, having in view their equipment for better citizenship.

JEWISH BIG BROTHER ASSOCIATION, (*incorporated*): President, Arthur H. Sulzberger; Vice-President, E. S. Greenbaum; Secretary and Managing Director, Alexander H. Kaminsky, 356 Second Ave.; Treasurer, Arthur J. Goldsmith. An association of Jewish men to carry out the purpose of a Big Brother Association, and to work for the diminishing of juvenile delinquency among Jewish boys.

CATHOLIC BIG BROTHER'S LEAGUE: President, Hon. Cornelius F. Collins; Gen. Secretary, Martin J. Moore, 137 East 22nd St.; Executive Treasurer, George McDonald. An association of Catholic men to work among Catholic youth for the prevention of and reclamation from delinquency of every kind.

THE BIG SISTERS (*Incorporated*): President, Mrs. W. K. Vanderbilt; Secretary, Mrs. Charles Dana Gibson; Executive Secretary, Mrs. M. W. Evans; Treasurer, Mrs. Willard Parker, Jr., 200 Fifth Avenue, New York City. An association of

women individually to take and secure others to take a friendly interest in children, especially girls who have been brought before the Children's Court, and in other children whose physical, mental and moral development has been hindered or endangered because of bad environment or other conditions.

CATHOLIC PROTECTIVE SOCIETY OF THE ARCHDIOCESE OF NEW YORK: President, His Eminence, John Cardinal Farley; Vice-President, Rt. Rev. Patrick J. Hayes; Secretary and Treasurer, and Supervisor of Correction Work for Catholics, Rev. Thomas J. Lynch, 366 Broadway, New York City. Object: Established to do probation and protective work for Catholic juveniles and adults accused of crime or convicted in the courts of New York City. Also does parole work for State prisons, and after-care of delinquents from the various correctional institutions, under State and city control.

JEWISH PROTECTORY AND AID SOCIETY (*Incorporated*): President, Mortimer L. Schiff; Superintendent, Department of Delinquency and Probation, Irving W. Halpern, 356 Second Avenue, New York City. Established in 1908 by consolidating the Jewish Protectory and Aid Society and the Society for the Aid of Jewish Prisoners. Furnishes probation officers for Jewish defendants in New York City and also aids discharged prisoners. Supervises work of Jewish chaplains in penal institutions.

NATIONAL LEAGUE ON URBAN CONDITIONS AMONG NEGROES: Chairman, L. Hollingsworth Wood; Secretary, William H. Baldwin, 3d; Director, George Edmund Haynes; Associate Director, Eugene Kinckle Jones, 2303 Seventh Avenue, New York City. Established in 1911 to bring about co-ordination and co-operation among existing organizations for improving conditions of negroes along industrial, economic and social lines. Maintains a probation officer in the New York Court of General Sessions.

NEW YORK PROBATION AND PROTECTIVE ASSOCIATION (*Incorporated*): President, Hon. Alfred R. Page; Secretary, Miss Maude E. Miner, 130 East 22d Street, New York City. Established in 1908. Assists in cases of women brought before the courts; maintains Waverley House at 38 West 10th Street, a temporary home for women released from courts pending their trial, while on probation or detained as witnesses; conducts an

Employment Exchange at 130 East 22d Street, and Girls' Protective League Club at 138 East Nineteenth Street; maintains a summer home for girls.

PRISON ASSOCIATION OF NEW YORK (*Incorporated*): President, Eugene Smith; General Secretary, O. F. Lewis, 135 East Fifteenth Street, New York City. Established in 1844. Furnishes a probation officer for the New York Court of General Sessions. Has promoted the adoption of the probation system. Also does parole work for State prisons and other institutions.

PROBATION OFFICERS' ASSOCIATION OF THE CHILDREN'S COURT: President, Bernard J. Fagan; Recording Secretary, James E. McNamara; Treasurer, Mrs. Marguerite Park. "An association to promote an *esprit de corps* among its members. To study and confer by means of discussions, conferences and lectures; so that we may be thoroughly familiar with a system whose failure or success depends so largely on the manner in which we apply the methods adopted, and to be able to encourage a wider and more suitable application of the same."

SISTERHOOD OF THE SPANISH AND PORTUGUESE SYNAGOGUE: President, Mrs. Mortimer M. Menken, 149 West 77th Street, New York City; Treasurer, Mrs. Elias A. de Lima, 58 West 87th Street; Corresponding Secretary, Mrs. Edward O. Belais, 235 West 76th Street. Carries on volunteer probation work for Jewish girls in the City Magistrates Courts. Volunteer woman probation officer maintained in the Night Court for Women: Mrs. Elizabeth Barnett.

BROOKLYN JUVENILE PROBATION ASSOCIATION: President, Hon. Robert J. Wilkin; Secretary, Mrs. Tunis G. Bergen; Executive Secretary, Miss Gertrude Grasse, 102 Court Street, Brooklyn. Established in 1906. Assists and extends juvenile probation work by co-operating with the Children's Court, probation officers and with correctional institutions. Provides volunteer friends for children released from probation, and for children paroled from institutions; co-operates with schools and the Children's Court in the care of "preventive work." Maintains an employment bureau for the Children's Court and assists in many ways where a private organization can supplement the work of the court.

CIVIL SERVICE MALE PROBATION OFFICERS' ASSOCIATION OF THE SECOND DIVISION MAGISTRATES' COURTS: President, Frank Graves; Vice-President, Lionel Julian; Secretary and Treasurer, John A. Higgins. Meets on the first Friday of every month at 402 Myrtle Avenue, Brooklyn.

CIVIL SERVICE PROBATION OFFICERS' ASSOCIATION OF BROOKLYN FOR WOMEN: President, Mrs. Marie P. Holden; Secretary, Mrs. Elizabeth Hardoncourt. Meets on the first Tuesday of every month at 3:30 p. m., at 44 Court Street, Brooklyn, for the discussion of probation work.

RICHMOND BOROUGH PROBATION ASSOCIATION: President, Hon. Morgan M. L. Ryan; Vice-President, Rev. Edward A. Dodd; Secretary, Mrs. S. McKee Smith; Treasurer, Walter S. Mayer. Purposes: To assist in and supplement probation work in the courts of Richmond County; to aid, assist and advise poor, destitute and homeless children and to promote the general welfare of the children of Richmond County.

SYRACUSE

THE BIG SISTERS: Honorary President, Miss Airia Huntington; President, Miss Ethel Vinney; General Secretary, Mrs. Rose E. Thalheimer; Secretary, Miss Virginia Moore; Treasurer, Miss Cornelia Hiscock. An association of women, individually to take and secure others to take a friendly interest in children, especially girls brought before the Children's Part of Special Sessions Court, and any other children whose physical, mental and moral development has been hindered or been endangered because of bad environment or other conditions. Meetings are held fortnightly.

NATIONAL

NATIONAL PROBATION ASSOCIATION: President, Albert J. Sargent, Boston, Mass.; Secretary and Treasurer, Charles L. Chute, Albany, N. Y. Dues, \$1 per year. Holds an annual conference, usually in conjunction with the National Conference of Charities and Correction. Studies and works for the extension of adult and juvenile probation, parole, and juvenile courts, and promotes legislation, State and Federal, relating thereto. Publishes a directory of probation officers in the United States, proceedings of conferences, and other literature.

SECTION 3

DIRECTORY OF MAGISTRATES AND OTHER LOCAL OFFICIALS

- Part 1. The Supreme Court — District and justices.
- Part 2. County judges, special county judges, population of counties, county seats.
- Part 3. District attorneys, sheriffs, superintendents of the poor.
- Part 4. Magistrates of cities outside of New York City, populations.
- Part 5. Magistrates and courts in New York City.
- Part 6. Cities — police, charity and school officials.
- Part 7. Villages — police justices.

PART I

SUPREME COURT DISTRICTS

- I.— Counties of New York and Bronx.
- II.— Counties of Kings, Nassau, Queens, Richmond and Suffolk.
- III.— Counties of Albany, Columbia, Greene, Rensselaer, Schoharie, Sullivan and Ulster.
- IV.— Counties of Clinton, Essex, Franklin, Fulton, Hamilton, Montgomery, St. Lawrence, Saratoga, Schenectady, Warren and Washington.
- V.— Counties of Herkimer, Jefferson, Lewis, Oneida, Onondaga and Oswego.
- VI.— Counties of Broome, Chemung, Chenango, Cortland, Delaware, Madison, Otsego, Schuyler, Tioga and Tompkins.
- VII.— Counties of Cayuga, Livingston, Monroe, Ontario, Seneca, Steuben, Wayne and Yates.
- VIII.— Counties of Allegany, Cattaraugus, Chautauqua, Erie, Genesee, Niagara, Orleans and Wyoming.
- IX.— Counties of Dutchess, Orange, Putnam, Rockland and Westchester.

SUPREME COURT JUSTICES

[Elected for a term of fourteen years]

NAME	Residence	Term expires
First Judicial District:		
Vernon M. Davis	New York city	December 31, 1916
John C. Clark	New York city	December 31, 1916
George V. Mullan	Bronx	December 31, 1916
Victor J. Dowling	New York city	December 31, 1918
John W. Goff	New York city	December 31, 1918
Francis M. Scott	New York city	December 31, 1918
Joseph E. Newburger	New York city	December 31, 1919
Leonard A. Giegerich	New York city	December 31, 1920
M. Warley Platzek	New York city	December 31, 1920
Peter A. Hendrick	New York city	December 31, 1920
John Ford	New York city	December 31, 1920
Mitchell L. Erlanger	New York city	December 31, 1920
Charles L. Guy	New York city	December 31, 1920
Francis K. Pendleton	New York city	December 31, 1921
Irving Lehman	New York city	December 31, 1922
Edward G. Whitaker	New York city	December 31, 1923
Nathan Bijur	New York city	December 31, 1923
Edward J. Gavegan	New York city	December 31, 1923
Alfred R. Page	New York city	December 31, 1923
John Proctor Clarke	New York city	December 31, 1924
Daniel F. Cohalan	New York city	December 31, 1925
Henry D. Hotchkiss	New York city	December 31, 1925
Philip Henry Dugro	New York city	December 31, 1925
Thomas F. Donnelly	New York city	December 31, 1926
John M. Tierney	Bronx	December 31, 1926
Eugene A. Philbin	New York city	December 31, 1927
Benjamin N. Cardozo	New York city	December 31, 1927
Bartow S. Weeks	New York city	December 31, 1928
Samuel Greenbaum	New York city	December 31, 1929
Francis B. Delehanty	New York city	December 31, 1929
Clarence J. Shearn	New York city	December 31, 1929
Edward R. Finch	New York city	December 31, 1929
Second Judicial District:		
James C. Cropsey	Brooklyn	December 31, 1916
William J. Kelly	Brooklyn	December 31, 1917
Garret J. Garretson	Elmhurst	December 31, 1917
Edward B. Thomas	Brooklyn	December 31, 1918
Walter H. Jaycox	Patchogue	December 31, 1920
Joseph Aspinall	Brooklyn	December 31, 1920
Frederick E. Crane	Brooklyn	December 31, 1920
Lester W. Clark	New Brighton	December 31, 1920
William J. Carr	Brooklyn	December 31, 1920
Townsend Scudder	Glen Head	December 31, 1920
Harrington Putnam	Brooklyn	December 31, 1921
Abel E. Blackmar	Brooklyn	December 31, 1922
Luke D. Stapleton	Brooklyn	December 31, 1922
Almet F. Jenks	Brooklyn	December 31, 1923
Isaac M. Kapper	Brooklyn	December 31, 1923
Samuel T. Maddox	Brooklyn	December 31, 1923
Charles H. Kelby	Brooklyn	December 31, 1925
Russell Benedict	Brooklyn	December 31, 1925
James C. Van Siclen	Jamaica	December 31, 1925

SUPREME COURT JUSTICES — *Continued*

NAME	Residence	Term expires
Second Judicial District — <i>Concluded:</i>		
David F. Manning.....	Brooklyn.....	December 31, 1926
Stephen Callaghan.....	Brooklyn.....	December 31, 1929
Third Judicial District:		
Wesley O. Howard.....	Troy.....	December 31, 1916
Alden Chester.....	Albany.....	December 31, 1918
William P. Rudd.....	Albany.....	December 31, 1921
Emory A. Chase.....	Catskill.....	December 31, 1924
Gilbert D. B. Hasbrouck.....	Kingston.....	December 31, 1926
Aaron V. S. Cochrane.....	Hudson.....	December 31, 1928
Fourth Judicial District:		
John M. Kellogg.....	Ogdensburg.....	December 31, 1917
Henry T. Kellogg.....	Plattsburg.....	December 31, 1917
Charles C. Van Kirk.....	Greenwich.....	December 31, 1919
Chester B. McLaughlin.....	Port Henry.....	December 31, 1923
Edward C. Whitmyer.....	Schenectady.....	December 31, 1925
Henry V. Borst.....	Amsterdam.....	December 31, 1927
Fifth Judicial District:		
Irving R. Devendorf.....	Herkimer.....	December 31, 1919
Pascal C. J. DeAngelis.....	Utica.....	December 31, 1920
Edgar C. Emerson.....	Watertown.....	December 31, 1920
William M. Ross.....	Syracuse.....	December 31, 1920
Edgar S. K. Merrell.....	Lowville.....	December 31, 1923
Irving G. Hubbs.....	Pulaski.....	December 31, 1925
William S. Andrews.....	Syracuse.....	December 31, 1927
Leonard C. Crouch.....	Syracuse.....	December 31, 1927
Sixth Judicial District:		
Walter Lloyd Smith.....	Elmira.....	December 31, 1916
Albert H. Sewell.....	Walton.....	December 31, 1917
George F. Lyon.....	Binghamton.....	December 31, 1919
Michael H. Kiley.....	Casenovia.....	December 31, 1926
George McCann.....	Elmira.....	December 31, 1927
Rowland L. Davis.....	Cortland.....	December 31, 1929
Seventh Judicial District:		
Robert F. Thompson.....	Canandaigua.....	December 31, 1916
Adolph J. Rodenbeck.....	Rochester.....	December 31, 1916
George A. Benton.....	Spencerport.....	December 31, 1918
Nathaniel Foote.....	Rochester.....	December 31, 1919
William W. Clark.....	Wayland.....	December 31, 1920
Samuel Nelson Sawyer.....	Palmyra.....	December 31, 1921
Adelbert P. Rich.....	Auburn.....	December 31, 1923
Eighth Judicial District:		
George W. Cole.....	Jamestown.....	December 31, 1916
John S. Lambert.....	Fredonia.....	December 31, 1917
Louis W. Marcus.....	Buffalo.....	December 31, 1920
Cuthbert W. Pound.....	Lockport.....	December 31, 1920
Edward K. Emery.....	Buffalo.....	December 31, 1920
Charles H. Brown.....	Belmont.....	December 31, 1920
Charles B. Wheeler.....	Buffalo.....	December 31, 1921
Frederick W. Kruse.....	Olean.....	December 31, 1922
Frank C. Laughlin.....	Buffalo.....	December 31, 1923
John Woodward.....	Buffalo.....	December 31, 1924
Charles A. Pooley.....	Buffalo.....	December 31, 1924
Herbert P. Bissell.....	Buffalo.....	December 31, 1926
Harry L. Taylor.....	Buffalo.....	December 31, 1927
Wesley C. Dudley.....	Buffalo.....	December 31, 1916

SUPREME COURT JUSTICES — *Concluded*

NAME	Residence	Term expires
Ninth Judicial District:		
Michael H. Hirschberg.....	Newburgh.....	December 31, 1917
Isaac N. Mills.....	Mount Vernon.....	December 31, 1920
Arthur S. Tompkins.....	Nyack.....	December 31, 1923
Joseph Morschauser.....	Poughkeepsie.....	December 31, 1920
Martin J. Keogh.....	New Rochelle.....	December 31, 1922
William P. Platt.....	White Plains.....	December 31, 1928
J. Addison Young.....	New Rochelle.....	December 31, 1929

PART 2. COUNTY JUDGES AND SPECIAL COUNTY JUDGES
(Term, Six Years)

County	Population	Name	Residence	Elected	County seat
Albany	183,330	George Addington	Albany	Nov., 1913	Albany
Allegany	40,216	Elba Reynolds	Belmont	" 1913	Belmont
Bronx	615,600	Louis D. Gibbs	Bronx	" 1913	The Bronx
Broome	90,641	Benjamin Baker	Binghamton	" 1912	Binghamton
Cattaraugus	72,756	Thomas H. Dowd	Salamanca	" 1911	Little Valley
Cayuga	65,751	Hull Greenfield	Auburn	" 1913	Auburn
Chautauqua	116,818	Arthur B. Ottaway	Westfield	" 1912	Mayville
Chemung	59,017	Charles B. Swartwood	Elmira	" 1914	Elmira
Chenango	36,648	James P. Hill	Norwich	" 1913	Norwich
Clinton	47,561	Arthur S. Hogue	Plattsburg	" 1913	Plattsburg
Columbia	44,111	Daniel V. McNamee	Hudson	" 1912	Hudson
Cortland	30,074	Joseph E. Eggleston	Cortland	" 1913	Cortland
Delaware	45,995	Lewis F. Raymond	Franklin	" 1912	Delhi
Dutchess	91,044	C. W. H. Arnold	Poughkeepsie	" 1913	Poughkeepsie
Erie	571,897	Philip A. Laing	Buffalo	" 1913	Buffalo
Essex	32,461	Berne A. Pyke	Port Henry	" 1911	Elizabethtown
Franklin	46,181	Frederick G. Paddock	Malone	" 1913	Malone
Fulton	45,625	Frank Talbot	Gloversville	" 1913	Johnstown
Genesee	40,707	Edward A. Washburn	Batavia	" 1912	Batavia
Greene	30,091	Josiah C. Tallmadge	Catskill	" 1912	Catskill
Hamilton	4,491	Timothy D. Sullivan	Long Lake	" 1913	Lake Pleasant
Herkimer	64,109	Charles Bell	Herkimer	" 1912	Herkimer
Jefferson	81,009	George W. Reeves	Watertown	" 1912	Watertown
Kings	1,798,513	Norman S. Pike	Brooklyn	" 1913	Brooklyn
		Lewis L. Fawcett	Brooklyn	" 1913	Brooklyn
		Robert H. Roy	Brooklyn	" 1915	Brooklyn
		John F. Hyland	Brooklyn	" 1915	Brooklyn
		Mitchell May	Brooklyn	" 1915	Brooklyn

PART 2. COUNTY JUDGES AND SPECIAL COUNTY JUDGES — Continued

COUNTY	Population	Name	Residence	Elected	County seat
Lewis	25,947	Milton Carter	Lowville	Nov., 1910	Lowville
Livingston	38,427	Lockwood R. Doty	Geneseo	" 1914	Geneseo
Madison	41,742	Joseph D. Senn	Oneida	" 1913	Wampsville
Monroe	319,310	John B. M. Stephens	Rochester	" 1912	Rochester
Montgomery	61,030	Joseph L. Moore	Fort Plain	" 1912	Fonda
Nassau	116,825	James P. Niemann	Lynbrook	" 1910	Minerva
New York*	2,137,747	Thomas C. T. Crain	New York city	" 1906	New York city
		James A. Delchanty	New York city	Jan., 1916	New York city
		James T. Malone	New York city	Nov., 1907	New York city
		Joseph F. Mulqueen	New York city	" 1907	New York city
		Carl C. Nott, Jr.	New York city	" 1913	New York city
		Otto A. Rosalsky	New York city	" 1906	New York city
		William H. Wadhams	New York city	" 1913	New York city
Niagara	108,550	Norman D. Fish	No. Tonawanda	" 1913	Lockport
Oneida	167,331	Frederick H. Hazard	Utica	" 1910	Utica
Onondaga	213,992	William G. Cady	Syracuse	" 1915	Syracuse
Ontario	54,628	Horace W. Fitch	Canandaigua	Feb., 1916	Canandaigua
Orange	118,118	Albert H. F. Seeger	Newburgh	Nov., 1912	Goshen
Orleans	33,919	Fred L. Downs	Medina	" 1911	Albion
Oswego	75,929	Henry D. Coville	Central Square	" 1914	Oswego
Otsego	48,534	Abraham L. Kellogg	Oneonta	" 1914	Cooperstown
Putnam	12,767	J. Bennett Southard	Cold Spring	" 1913	Cornel
Queens	396,727	Burt J. Humphrey	Jamaica	" 1915	Jamaica
Rensselaer	121,330	Pierce H. Russell	Troy	" 1915	Troy
Richmond	98,634	J. Harry Tierman	W. New Brighton	" 1911	Richmond
Rockland	46,903	William McCauley	Haverstraw	" 1914	New City
St. Lawrence	90,201	John C. Craspeer	Massena	" 1914	Canton
Saratoga	62,982	George R. Salisbury	Saratoga Springs	" 1912	Ballston Spa
Schenectady	98,626	Daniel Naylor, Jr.	Schenectady	" 1912	Schenectady

Schoharie.....	23,005	Dow Beekman.....	Middleburg.....	"	1911	Schoharie
Schuyler.....	13,954	Olin T. Nye.....	Watkins.....	"	1912	Watkins
Seneca.....	25,249	George F. Bodine.....	Waterloo.....	"	1913	Waterloo
Steuben.....	83,630	Warren J. Cheney.....	Corning.....	"	1912	Bath
Suffolk.....	104,342	John R. Vunk.....	Patchogue.....	"	1912	Riverhead
Sullivan.....	38,189	George H. Smith.....	Monticello.....	"	1914	Monticello
Tioga.....	25,549	George F. Andrews.....	Owego.....	"	1912	Owego
Tompkins.....	36,535	Willard M. Kent.....	Ithaca.....	"	1915	Ithaca
Ulster.....	85,367	James Jenkins.....	Kingston.....	"	1912	Kingston
Warren.....	32,977	George S. Raley.....	Glen Falls.....	"	1910	Lake George
Washington.....	46,955	Erakine C. Rogers.....	Hudson Falls.....	"	1915	Hudson Falls
Wayne.....	53,476	Clyde W. Knapp.....	Lyons.....	"	1914	Lyons
Westchester.....	321,713	Frank L. Young.....	Ossining.....	Jan., 1916	1916	White Plains
Wyoming.....	33,028	James E. Norton.....	Warsaw.....	Nov., 1910	1910	Warsaw
Yates.....	18,841	Gilbert H. Baker.....	Penn Yan.....	"	1913	Penn Yan

* Judges of General Sessions of New York County serve for a term of fourteen years.

SPECIAL COUNTY JUDGES

COUNTY	Name	Residence	Elected	County seat
Cayuga.....	John Tabor.....	Auburn.....	Nov., 1913	Auburn
Chautauqua.....	Frank S. Wheeler.....	Jamestown.....	" 1913	Mayville
Chenango.....	John H. Hicks.....	Norwich.....	" 1912	Norwich
Jefferson.....	Fred B. Waite.....	Adams.....	" 1913	Watertown
Monroe.....	John A. Barhite.....	Rochester.....	" 1915	Rochester
Oneida.....	Walter G. Shankenbery.....	Rome.....	" 1913	Utica
Orange.....	Herbert B. Royce.....	Middletown.....	" 1914	Goshen
Oswego.....	George M. Fanning.....	Fulton.....	" 1914	Oswego
St. Lawrence.....	Charles M. Hale.....	Canton.....	" 1914	Canton
Sullivan.....	Arthur C. Kyle.....	Monticello.....	" 1915	Monticello
Tioga.....	Frank A. Bell.....	Waverly.....	" 1914	Owego
Tompkins.....	S. Edwin Banks.....	Ithaca.....	Dec., 1915	Ithaca
Washington.....	Eliot B. Norton.....	Cambridge.....	Nov., 1914	Hudson Falls

PART 3. DISTRICT ATTORNEYS, SHERIFFS AND SUPERINTENDENTS OF THE POOR

COUNTY	District Attorney	Sheriff	Superintendent of the Poor
Albany.....	Harold D. Alexander.	James D. Patton.....	Alvin C. Quental
Allegany.....	James T. Ward.....	J. Whit Weir.....	Daniel C. Grunder
Bronx.....	James Martin.....	James F. O'Brien.....	(1)
Broome.....	Urbane C. Lyons.....	Jess C. Hover.....	George A. Watrous
Cattaraugus.....	Archibald M. Laidlaw.....	Charles B. Nichols.....	Willis P. Kysor
Cayuga.....	Albert H. Clark.....	Saffrine L. Depew.....	Arthur L. Smith
Chautauquus.....	William S. Stearns.....	William H. Marvin.....	Charles E. Dodge
Chemung.....	E. Watson Personius.....	A. Roselle Hoke.....	George Clark
Chenango.....	Millard C. Loomis.....	Neil D. Lewis.....	Frank J. Quinn
Clinton.....	John K. Collins.....	John N. Moore.....	James L. Burke
Columbia.....	John C. Tracy.....	William J. Kline.....	W. Newton Gould
Cortland.....	James F. Tobin.....	Jerry L. Eades.....	Fred T. Newcomb
Delaware.....	Hamilton J. Hewitt.....	Alford L. Austin.....	James F. Foreman
Dutchess.....	Raymond E. Aldrich.....	Elmer J. Conklin.....	Frank W. Hallock
Erie.....	Guy B. Moore.....	Edward Stengel.....	(2)
Essex.....	O. Byron Brewster.....	Charles L. Pool.....	Horace H. Nye
Franklin.....	John W. Genaway.....	Frank S. Steenberge.....	Julius Q. King
Fulton.....	William S. Cassidy.....	William J. Sheppard.....	Mark Dutcher
Genesee.....	William H. Coon.....	Freeman Edgerton.....	John R. Bennington
Greene.....	Howard C. Wilbur.....	Charles A. Post.....	Charles F. Lewis
Hamilton.....	Hartwell E. Gill.....	Frank A. Lawrence.....	George H. Craft
Herkimer.....	W. Earl Ward.....	James W. Moon.....	Ira T. Tolley
Jefferson.....	Claude B. Alverson.....	Charles C. Hosmer.....	Patrick McSweeney
Kings.....	Harry E. Lewis.....	Edward Riegelmann.....	Herbert Snell
Lewis.....	William H. Hiltz.....	George O. Jeffers.....	William H. Gifford
			Isaac H. Constock
			Fred W. Dunaway
			(3)
			Louis T. Strong

DISTRICT ATTORNEYS, SHERIFFS AND SUPERINTENDENTS OF THE POOR — *Concluded*

County	District Attorney	Sheriff	Superintendent of the Poor
Livingston.....	William A. Wheeler.....	George H. Root.....	James J. Gilmore
Madison.....	E. Leland Hunt.....	Clarence G. Taylor.....	Lewis Close
Monroe.....	John W. Barrett.....	Charles E. Owen.....	William E. Porter
Montgomery.....	George M. Albot.....	Elmer E. Folmsbee.....	Mortimer Smith
Nassau.....	Lewis J. Smith.....	Stephen P. Pettit.....	Claude Van Deusen
New York.....	Edward Swann.....	Alfred E. Smith.....	(1)
Niagara.....	Burk A. Duquette.....	William Shaw.....	Alanson C. Bigalow
Oneida.....	Bradley Fuller.....	William K. Harvey.....	Joel T. Howe
Onondaga.....	George W. Standen.....	John P. Schlosser.....	Henry D. Nottingham
Ontario.....	Nathan D. Lapham.....	Elmer Lucas.....	Fred W. Hollis
Orange.....	Henry Hirschberg.....	Fred S. McDowell.....	William F. Durland
Orleans.....	John C. Knickerbocker.....	Chester M. Bartlett.....	Leigh S. Hill
Oswego.....	Francis D. Culkin.....	William L. Buck.....	C. Adelbert Stone
Otsego.....	Orange L. Van Horne.....	Orlo J. Brown.....	Morris Ackley
Putnam.....	Henry J. Rusk.....	Charles E. Nichols.....	John Brooks
Queens.....	Dennis O'Leary.....	Paul Seir.....	(3)
Rensselaer.....	John P. Taylor.....	William P. Powers.....	Harry A. Sheldon
Richmond.....	Albert C. Fach.....	Spire Pitou, Jr.....	(4)
Rockland.....	Thomas Gagan.....	Hudson Hurd.....	August J. Gross
St. Lawrence.....	James C. Dolan.....	Herbert M. Farmer.....	Harlow A. Olmsted
Saratoga.....	Lawrence B. McKelvey.....	William J. Dodge.....	Francis J. Dunn
Schenectady.....	Alexander T. Blessing.....	Louis A. Welch, Sr.....	Delos H. Chisholm
Schoharie.....	Clyde H. Proper.....	David Boynton.....	Orrin Huse
Schuyler.....	Edwin C. Barkman.....	Darwin F. Thompson.....	Charles M. Bronson
Seneca.....	Leon S. Church.....	James O'Connor.....	John M. Payne
Steuben.....	Edwin S. Brown.....	Frank O. Gay.....	J. Smith Brundage
Suffolk.....	Ralph C. Greene.....	Charles J. Odell.....	Robert F. Gurney
Sullivan.....	George L. Cooke.....	Elmer Winner.....	Cornelius E. Downie

Tioga.....	Frank Beck.....	William E. Allen.....	Addison Lainhart Charles G. Krum George D. Miller Daniel Mitchell William D. Baldwin Walter Mekeel Cornelius L. Van Orden Edward W. Griggs Milo S. Graham James K. Gatchell V. Everitt Macy James W. Ives G. Frank Wing Charles Cromwell William H. Townsend
Tompkins.....	Arthur G. Adams.....	Charles Mackey.....	
Ulster.....	Frederick G. Traver.....	Edgar T. Schultis.....	
Warren.....	James S. Kiley.....	Charles H. Baker.....	
Washington.....	Wyman S. Bascom.....	Robert J. McClarty.....	
Wayne.....	Alfred S. Armstrong.....	Bert E. Valentine.....	
Westchester.....	Frederick E. Weeks.....	Ulrich Weisendanger.....	
Wyoming.....	Laverne A. Walker.....	William A. MacRae.....	
Yates.....	Charles H. Wood.....	Milon H. Ayers.....	

- ¹ Commissioner of Public Charities for Boroughs of Manhattan and Bronx, appointed by mayor of New York City.
² Commissioner of Charities and Correction.
³ Commissioner of Public Charities for Boroughs of Kings and Queens, appointed by mayor of New York City.
⁴ Commissioner of Public Charities for Borough of Richmond, appointed by mayor of New York City.

PART 4. MAGISTRATES OF CITIES OUTSIDE OF NEW YORK CITY; POPULATIONS

City	Population in 1915	Title	Name	Term ends
Albany.....	107,979	Police Justice.	John J. Brady.....	December 31, 1919
Amsterdam.....	34,319	Recorder.....	Walter I. Hover.....	December 31, 1918
Auburn.....	32,468	Recorder.....	Benn Kenyon.....	January 5, 1920
Batavia.....	13,278	Police Justice.	George W. Babcock.....	December 31, 1916
Beacon.....	10,165	City Judge.....	Ferdinand A. Hoyt.....	March 31, 1919
Binghamton.....	53,668	City Judge.....	Harold L. Hart.....	December 31, 1919
Buffalo.....	454,630			
City Court.....		Chief Judge.....	William P. Brennan.....	December 31, 1919
		Associate Judge.....	Albert A. Hartzell.....	December 31, 1919
		Associate Judge.....	Peter Maul.....	December 31, 1917
		Associate Judge.....	George L. Hager.....	December 31, 1925
		Associate Judge.....	Patrick J. Keeler.....	December 31, 1919
		Associate Judge.....	Thomas H. Noonan.....	December 31, 1921
		Judge.....	George E. Judge.....	December 31, 1921
Children's Court.....			Philip J. O'Keefe.....	December 31, 1919
Canandaigua.....	7,501	Police Justice.	Daniel J. McElwain.....	July 1, 1916
Cohoes.....	23,433	Recorder.....	John C. Bostelman.....	December 31, 1917
Corning.....	13,459	City Judge.....	Elmer L. Thompson.....	December 31, 1916
Cortland.....	12,367	City Judge.....	Samuel P. Fox.....	December 31, 1919
Dunkirk.....	17,870	City Judge.....	Otis H. Gardner.....	December 31, 1917
Elmira.....	40,093	Recorder.....	Herbert J. Wilson.....	December 31, 1917
Fulton.....	11,138	City Judge.....	George F. Ditmars.....	December 31, 1921
Geneva.....	13,232	City Judge.....	Calhoun S. Enches.....	December 31, 1921
Glens Falls.....	16,323	City Judge.....	Fred M. Beckwith.....	April 3, 1920
		City Judge.....	Daniel E. Lorents.....	April 3, 1920
Gloversville.....	21,178	Recorder.....	Fay P. Rathbun.....	December 31, 1917
Hornell.....	14,352	Recorder.....	Harold E. Fritts.....	December 31, 1918
Hudson.....	11,544	City Judge.....	Daniel Crowley.....	December 31, 1919
Ithaca.....	16,750	City Judge.....	John Maharon.....	April 9, 1918
Jamestown.....	37,780	Police Justice.	Edward Monahan.....	December 31, 1917
Johnstown.....	10,687	Recorder.....	Andrew J. Lang.....	December 31, 1917
Kingston.....	26,364	Recorder.....		

Lackawanna.....	15,737	City Judge.....	John J. Monaghan.....	December 31, 1917
Little Falls.....	13,022	Recorder.....	Daniel W. Collins.....	December 31, 1917
Lockport.....	18,693	Police Justice.....	William J. Hooper.....	December 31, 1918
Mechanicville.....	8,208	City Judge.....	T. J. Finigan.....	June 20, 1917
Middletown.....	16,381	Recorder.....	Howard M. Starr.....	December 31, 1919
Mount Vernon.....	37,583	City Judge.....	George C. Appell.....	December 31, 1917
Newburgh.....	27,876	Recorder.....	Peter Cantline.....	December 31, 1917
New Rochelle.....	31,758	City Judge.....	Samuel F. Swinburne.....	December 31, 1917
Niagara Falls.....	42,257	Acting City Judge.....	John S. Bixel.....	December 31, 1917
North Tonawanda.....	13,498	Police Justice.....	Charles H. Piper.....	December 31, 1919
Norwich.....	8,342	City Judge.....	Edward B. Harrington.....	December 31, 1919
Ogdensburg.....	14,338	Police Justice.....	H. D. Mallory.....	December 31, 1916
Olean.....	17,925	Recorder.....	David H. Corcoran.....	December 31, 1916
Oneida.....	9,461	Police Justice.....	Dennis W. Keating.....	December 31, 1917
Oneonta.....	10,474	City Judge.....	W. F. Santay.....	December 31, 1917
Oswego.....	25,426	City Judge.....	Henry Shove.....	December 31, 1917
Plattsburg.....	10,134	Recorder.....	Joseph H. Gill.....	December 31, 1917
Port Jervis.....	9,413	City Judge.....	J. S. Shedden.....	January 31, 1917
Poughkeepsie.....	32,714	Justice of the Peace.....	Wilton Bennet.....	December 31, 1917
Rensselaer.....	11,210	Justice of the Peace.....	William S. Bevens.....	December 31, 1919
Rochester.....	248,465	City Judge.....	George Overocker.....	December 31, 1916
Rome.....	21,926	Police Justice.....	George W. Stevens.....	December 31, 1919
Salamanca.....	8,370	City Judge.....	Willis K. Gillette.....	December 31, 1919
Saratoga Springs.....	13,792	City Judge.....	F. S. Baker.....	December 31, 1917
Schenectady.....	80,381	City Judge.....	Burdette Whipple.....	December 31, 1917
Syracuse.....	145,293	Police Justice.....	Charles B. Andrus.....	December 31, 1917
Tonawanda.....	9,147	Justice.....	John J. McMullen.....	December 31, 1917
Troy.....	75,488	City Judge.....	Benjamin J. Shove.....	December 31, 1919
Utica.....	80,589	City Judge.....	Charles J. Knoell.....	December 31, 1917
Watertown.....	26,895	City Judge.....	James F. Byron.....	December 31, 1917
Watervliet.....	14,990	City Judge.....	Fred E. Lewis.....	December 31, 1919
White Plains.....	19,287	City Judge.....	Joseph A. McConnell.....	December 31, 1922
Yonkers.....	90,948	City Judge.....	J. Sydney Forsyth.....	December 31, 1917
		City Judge.....	Mortimer C. O'Brien.....	December 31, 1917
		City Judge.....	Joseph H. Beall.....	December 31, 1917

PART 5. MAGISTRATES OF LOWER COURTS IN NEW YORK CITY

Court	Title	Name	Address	Term ends
Board of Magistrates, Manhattan and the Bronx.	Chief City Magistrate.	William McAdoo.	300 Mulberry St.	June 30, 1920
	City Magistrate.	Charles W. Appleton.	545 West 148th St.	June 30, 1921
	City Magistrate.	Peter T. Barlow.	471 Park Ave.	June 30, 1923
	City Magistrate.	Matthew P. Breen.	521 West 112th St.	April 30, 1922
	City Magistrate.	Alexander Brough.	41 Park Row.	June 30, 1922
	City Magistrate.	W. Bruce Cobb.	234 Central Pk., West.	June 8, 1925
	City Magistrate.	Robert C. Cornell.	116 East 58th St.	July 30, 1923
	City Magistrate.	Joseph E. Corrigan.	77 Irving Pl.	April 14, 1917
	City Magistrate.	Joseph M. Deuel.	125 West 80th St.	July 30, 1917
	City Magistrate.	Edgar V. Frothingham.	6 East 70th St.	April 30, 1925
	City Magistrate.	Frederick J. Groehl.	233 Broadway.	June 30, 1919
	City Magistrate.	Charles N. Harris.	120 East 72d St.	April 30, 1917
	City Magistrate.	Frederick B. House.	435 Convent Ave.	June 30, 1919
	City Magistrate.	Morris Koenig.	309 East 4th St.	June 27, 1925
	City Magistrate.	Paul Krotel.	640 Madison Ave.	June 30, 1919
	City Magistrate.	Francis X. McQuade.	532 West 111th St.	June 30, 1922
	City Magistrate.	Norman J. Marsh.	400 West 153d St.	June 30, 1922
	City Magistrate.	Daniel F. Murphy.	200 Central Pk., South.	July 14, 1917
	City Magistrate.	Thomas J. Nolan.	9 Madison St.	June 30, 1920
	City Magistrate.	Charles E. Simms.	11 Wall St., Room 50.	June 30, 1921
	City Magistrate.	Robert C. Ten Eyck.	2 Rector St., Room 316.	June 30, 1923
Brooklyn, Queens and Richmond.	City Magistrate.	James J. Conway.	9 Jackson Ave., Long Island City.	April 30, 1917
	City Magistrate.	Charles J. Dodd.	845 Lafayette Ave., Brooklyn.	April 30, 1921
	City Magistrate.	Edward J. Dooley.	232 Clermont Ave., Brooklyn.	May 21, 1921
	City Magistrate.	O. Grant Esterbrook.	639 Putnam Ave., Brooklyn.	June 30, 1925
	City Magistrate.	Samuel H. Evins.	112 Stuyvesant Pl., St. George, S. I.	January 7, 1926

City Magistrate	Joseph Fitch	118 Amity St., Flushing	December 31, 1917
	George H. Folwell	372 Washington Ave., Brooklyn	December 31, 1917
City Magistrate	Alexander H. Geismar	1210 82d St., Brooklyn	December 31, 1917
City Magistrate	Joseph B. Handy	655 Richmond Road, Stapleton, S. I.	July 31, 1917
City Magistrate	John Kochendorfer	166 Ellsworth Ave., Richmond Hill, S. I.	March 8, 1926
City Magistrate	John C. McGuire	Hotel St. George, Brooklyn	April 30, 1921
City Magistrate	Harry Miller	120 Bergen Ave., Jamaica	December 31, 1917
City Magistrate	Howard P. Nash	521 East 21st St., Brooklyn	June 30, 1919
City Magistrate	John Naumer	354 Putnam Ave., Brooklyn	April 30, 1921
City Magistrate	Louis H. Reynolds	88 Prospect Pk., West, Brooklyn	April 30, 1921
City Magistrate	Alfred E. Steers	2694 Bedford Ave., Brooklyn	July 2, 1923
City Magistrate	A. V. B. Voorhees	Cropsey Ave. and Bay 14th St., Brooklyn	December 31, 1919
City Magistrate	John J. Walsh	119 Johnson St., Brooklyn	April 30, 1921
Chief Justice	Frederic Kernochan	862 Park Ave., New York city	June 30, 1926
Associate Justice	Cornelius F. Collins	319 East 30th St., New York city	May 2, 1922
Associate Justice	Clarence Edwards	Elmhurst, L. I.	March 9, 1926
Associate Justice	John J. Frechi	15 St. Luke's Pl., New York city	June 30, 1925
Associate Justice	Edward L. Garvin	149 Halsey St., Brooklyn	December 31, 1919
Associate Justice	Henry W. Herbert	304 West 82d St., New York city	July 9, 1925
Associate Justice	Moses Herrman	135 East 60th St., New York city	June 30, 1921
Associate Justice	James J. McInerney	219 Carroll St., Brooklyn	June 30, 1921
Associate Justice	Joseph F. Moss	317 East 17th St., New York city	December 31, 1920
Associate Justice	George J. O'Keefe	534 1st St., Brooklyn	June 30, 1920
Associate Justice	Arthur C. Salmon	147 Joralemon St., Brooklyn	December 31, 1917
Presiding Justice	Franklin Chase Hoyt	Westchester, N. Y.	June 30, 1919
Justice	Samuel D. Levy	2 West 89th St., New York city	June 30, 1917
Justice	John B. Mayo	216 West 100th St., New York city	June 30, 1917
Justice	Morgan M. L. Ryan	New Brighton, S. I.	January 20, 1924
Justice	Robert J. Wilkin	211 Clinton St., Brooklyn	April 15, 1923

Court of Special Sessions

Children's Court.

PART 6. CITIES — POLICE, CHARITY AND SCHOOL OFFICIALS

CITY	Chief of Police	Superintendent of Schools	Charity Official
Albany.....	James L. Hyatt.....	C. Edward Jones.....	aAlwin C. Quentel
Amsterdam.....	Fred W. Packwood.....	Harrison T. Morrow.....	aJ. Arthur Boswell
Auburn.....	William C. Bell.....	Henry D. Hervey.....	iFrank J. Lettimore
Batavia.....	Anthony Horsch.....	Elwin A. Ladd.....	aJohn W. Coupland
Beacon.....	Theodore Moith.....	George F. DuBois.....	John T. Cronin
Binghamton.....	Cornelius P. Cronin.....	D. J. Kelly.....	aCharles P. Austin
Buffalo.....	John Martin.....	Henry P. Emersons.....	aWilliam Hunt
Canandaigua.....	Henry C. Beeman.....	Luther N. Steele.....	bAlbert F. Avery
Cohoes.....	James W. Schofield.....	Edward Haywood.....	bArthur Senecal
Corning.....	Charles G. Hammer.....	H. H. Chapman.....	bGeorge E. Satterly
Cortland.....	Fred Bowker.....	A. M. Blodgett.....	aFred Ryan
Dunkirk.....	Frederick W. Quandt.....	F. E. Smith.....	cfW. W. Quandt
Elmira.....	Elvin D. Weaver.....	N. L. Englehardt.....	bEster Denton
Fulton.....	Edward J. Dyer.....	Asher J. Jacoby.....	aJames R. Somers
Geneva.....	Daniel Kane.....	J. R. Fairgrieve.....	feJ. J. Broderick
Glens Falls.....	Fred G. Jenkins.....	A. J. Merrill.....	aJohn Quinlan
Gloversville.....	George R. Smith.....	E. W. Griffith.....	aMartin L. Shafer
Hornell.....	Clarence Bailey.....	James A. Estee.....	blL. E. Halsey
Hudson.....	James J. Lane.....	E. S. Redman.....	aCharles C. Fingar
Ithaca.....	William Marshall.....	Charles S. Williams.....	aMorris Bresky
Jamestown.....	Frank A. Johnson.....	F. D. Boynton.....	aMrs. C. S. Benedict
Johnstown.....	Peter Joyce.....	R. R. Rogers.....	aJohn R. Comings
Kingston.....	J. Allan Wood.....	Erle L. Ackley.....	aM. A. Weller
Lackawanna.....	Ray R. Gilson.....	Myron J. Michael.....	aJohn T. Selmsier
Little Falls.....	James J. Long.....	A. H. Mathewson.....	aWesley Waterbury
Lockport.....	Hugh Smith.....	John A. DeCamp.....	aHenry J. Twist
Mechanicville.....	William B. Davry.....	Emmet Belknap.....	blRichard N. Casler
		George F. Hall.....	aCharles Scott
			aFrank H. Moak

Middletown.....	John D. McCoach.....	James F. Tuthill.....	f Charles B. Wood.....
Mount Vernon.....	Jeremiah C. Foley.....	W. H. Holmes.....	a Lorin Clark.....
Newburgh.....	Fred G. Brown.....	James M. Crane.....	f William W. Collins.....
New Rochelle.....	Edward J. Timmons.....	Albert D. Leonard.....	a George M. Jackson.....
New York.....	Arthur H. Woodst.....	William H. Maxwell.....	a John A. Kingsbury.....
Niagara Falls.....	John A. Curry*.....	H. F. Taylor.....	a Louis Eimer.....
North Tonawanda.....	John F. Ryan.....	R. A. Searing.....	a Anthony E. Lewis.....
Norwich.....	Fred McMullen.....	S. J. Gibson.....	a George A. Crane.....
Ogdensburg.....	M. T. Power.....	Francis C. Byrne.....	b James E. Lum.....
Olean.....	George C. Russell.....	D. E. Batchelor.....	b L. H. Brooks.....
Oneida.....	Austin Wilcox.....	Daniel Keating.....	a Lysle R. Dunbar.....
Oneonta.....	Thomas W. Blizard.....	George J. Dann.....	a E. A. Collar.....
Owego.....	Thomas Mowatt.....	Charles W. Richards.....	c George Marrin.....
Plattsburg.....	Eli Senecal.....	Frank K. Watson.....	a Edgar A. Defore.....
Port Jervis.....	Frank A. Brown.....	Arthur H. Naylor.....	a Thomas J. Bonnell.....
Poughkeepsie.....	Charles J. McCabe.....	S. R. Shear.....	k D. W. Hitchcock.....
Rensselaer.....	Thomas Fahey.....	A. Z. Boothby.....	a Joseph Carey.....
Rochester.....	Joseph M. Quigley.....	Herbert S. Weet.....	a Eugene A. Lansing.....
Rome.....	William J. Keating.....	G. R. Staley.....	a C. S. McBurney.....
Salamanca.....	W. J. Fellows.....	A. W. Fortune.....	g N. K. Graves.....
Saratoga Springs.....	James H. King.....	Charles L. Mosher.....	a E. A. Case.....
Schenectady.....	James W. Rynex.....	Herbert Blair.....	k William B. Milliman.....
Syracuse.....	Martin L. Cadin.....	Percy M. Hughes.....	a Robert T. Hill.....
Tonawanda.....	Arthur F. Ellicott.....	Frank K. Sutley.....	a Jay M. Strong.....
Troy.....	Charles W. Gerold.....	Arvie E. Eldred.....	a Joseph Franks.....
Utica.....	John J. Coakley.....	Wilbur B. Sprague.....	a Edward P. Kelly.....
Watertown.....	E. J. Singleton.....	Frank S. Tisdale.....	a B. Fitzgerald.....
Watervliet.....	John J. O'Brien.....	Hugh H. Lansing.....	i Patrick Redmond.....
White Plains.....	John H. Harmon.....	J. W. Lumbard.....	a Thomas F. Mahar.....
Yonkers.....	Daniel Wolf.....	Charles E. Gorton.....	j Annie R. Henderson.....
			a Alfred Fox.....

a Commissioner of Charities. b Overseer of the Poor. c Clerk of Poor Department. d Poormaster. e President of Board of Alms Commissioners.
f Superintendent of Poor. g Society for Prevention of Cruelty to Children. h Superintendent of City Home. i Superintendent of Board of Charities.
* Superintendent of Police. j Commissioner of Police. k Superintendent of Education. l Director of Charities. m Commissioner of Public Safety.

PART 7. VILLAGE POLICE JUSTICES

VILLAGE	Population in 1915	County	Police Justice	Term ends
Adams.....	1,571	Jefferson.....	Albert F. Saunders.....	December 31, 1916
Addison.....	1,754	Steuben.....	W. A. Bartlett*.....	December 31, 1917
Akron.....	1,856	Eric.....	George E. Cady.....	December 31, 1918
Albion.....	5,988	Orleans.....	Henry C. Tucker.....	March 1, 1917
Alexandria Bay.....	2,062	Jefferson.....	C. A. Benson*.....	December 31, 1917
Amityville.....	2,780	Suffolk.....	Franklin S. Purdy*.....	December 31, 1917
Arcade.....	1,568	Wyoming.....	V. C. Beebe*.....	December 31, 1919
Athens.....	1,925	Greene.....	Lynn S. Bentley*.....	December 31, 1917
Attica.....	2,013	Wyoming.....	Orin Q. Flint.....	December 31, 1919
Avon.....	2,430	Livingston.....	Charles B. Prescott*.....	December 31, 1917
Babylon.....	3,100	Suffolk.....	Edward A. Noble.....	December 31, 1920
Baldwinsville.....	3,220	Onondaga.....	James B. Cooper*.....	December 31, 1919
Ballston Spa.....	4,344	Saratoga.....	J. Kent Wright*.....	December 31, 1919
Bath.....	4,173	Steuben.....	B. C. Meays*.....	December 31, 1918
Boonville.....	1,909	Oneida.....	Frank D. Groat.....	December 31, 1918
Brockport.....	3,368	Monroe.....	Charles H. Moore, Jr.....	March 1, 1918
Bronxville.....	2,240	Westchester.....	J. A. Bateman*.....	December 31, 1917
Cambridge.....	1,727	Washington.....	Homer B. Benedict.....	December 31, 1919
Camden.....	2,181	Oneida.....	Henry M. Hoop.....	March 19, 1917
Canajoharie.....	2,474	Montgomery.....	Eliot B. Norton.....	April 3, 1917
Canastota.....	3,849	Madison.....	George J. Skinner.....	March 13, 1917
Canistota.....	2,314	Steuben.....	Howard H. Borst*.....	December 31, 1920
Canton.....	2,624	St. Lawrence.....	Harry W. Ehle.....	March 1, 1918
Carthage.....	3,871	Jefferson.....	C. C. Burrell.....	March 31, 1917
Castleton.....	1,583	Rensselaer.....	C. Y. Fullington*.....	December 31, 1919
Catskill.....	5,371	Greene.....	Leon G. Cray*.....	December 31, 1917
			John H. Thorpe.....	March 1, 1920
			John H. Porter.....	December 31, 1917
			R. D. Miller.....	December 31, 1916

Cazenovia.....	1,928	Madison.....	H. J. Rouse.....	December 31, 1919
Cedarhurst.....	2,657	Nassau.....	Lewis M. Raisig*.....	December 31, 1919
Chatham.....	2,389	Columbia.....	Cornelius Shufelt.....	December 31, 1919
Clayton.....	1,879	Jefferson.....	H. D. Cole*.....	December 31, 1919
Clifton Springs.....	1,664	Ontario.....	Truman V. Fox.....	December 31, 1919
Clyde.....	2,699	Wayne.....	James L. Howard.....	December 31, 1919
Cobleskill.....	2,362	Schoharie.....	Francis L. Smith.....	December 31, 1916
Cooperstown.....	2,634	Otsego.....	George Vanderwerker*.....	December 31, 1917
Corinth.....	2,415	Saratoga.....	Thomas Brady*.....	December 31, 1919
			Charles L. Duell*.....	December 31, 1917
			M. T. Jones*.....	December 31, 1917
			Emer G. Perkins*.....	December 31, 1919
Cornwall.....	2,240	Orange.....	Samuel Dunne, Sr.*.....	December 31, 1919
Coxsackie.....	2,309	Greene.....	Newton A. Calkins.....	December 31, 1918
Croton-on-Hudson.....	2,243	Westchester.....	B. F. Decker*.....	December 31, 1916
Cuba.....	1,645	Allegany.....	H. D. Bliss*.....	December 31, 1918
Danville.....	4,018	Livingston.....	F. J. Alverson.....	March 1, 1917
Delhi.....	1,743	Delaware.....	Charles T. Telford*.....	December 31, 1919
Depew.....	4,932	Erie.....	James D. Higgins.....	December 31, 1916
Deposit.....	1,779	Broome and Delaware.....	E. H. Carroll.....	March 1, 1917
Dobbs Ferry.....	4,030	Westchester.....	Hugh A. Thornton.....	December 31, 1917
Dolgeville.....	3,326	Herkimer and Fulton.....	W. H. Baker*.....	December 31, 1917
			A. L. Leavitt*.....	December 31, 1917
East Aurora.....	3,445	Erie.....	Frank O. Persons*.....	December 31, 1919
			D. A. Spencer*.....	December 31, 1917
East Rochester.....	3,471	Monroe.....	George Evans.....	December 31, 1917
East Rockaway.....	1,607	Nassau.....	W. P. W. Haff, Jr.....	December 31, 1918
East Syracuse.....	3,839	Onondaga.....	Nelson L. Lansing.....	December 31, 1917
Ellenville.....	3,073	Ulster.....	Cleon B. Murray.....	December 31, 1917
Elmira Heights.....	3,154	Chemung.....	E. Z. Wood.....	December 31, 1917
Endicott.....	5,581	Broome.....	G. F. Eckert.....	December 15, 1918
Fairport.....	3,556	Monroe.....	Hugh D. Miller.....	March 1, 1917
Falconer.....	2,342	Chautauqua.....	Squire Howe*.....	December 31, 1919
			M. H. Davis*.....	December 31, 1917
Farmingdale.....	1,856	Nassau.....	Charles Budill.....	December 31, 1920
Fayetteville.....	1,779	Onondaga.....	Andrew W. Wilkin*.....	December 31, 1917

VILLAGE POLICE JUSTICES — *Continued*

VILLAGE	Population in 1915	County	Police Justice	Term ends
Floral Park.....	1,771	Nassau.....	Henry E. Foster.....	December 31, 1917
Fort Edward.....	3,662	Washington.....	Fred J. Betts*.....	December 31, 1919
			Willard Robinson*.....	December 31, 1919
Fort Plain.....	2,923	Montgomery.....	Charles J. Wood.....	December 31, 1917
			K. O. Barton*.....	December 31, 1917
Frankfort.....	4,213	Herkimer.....	Richard Rose.....	December 31, 1918
Franklinville.....	2,065	Cattaraugus.....	G. C. Ames.....	March 1, 1919
Fredonia.....	5,328	Chautauqua.....	S. Ray Fairbanks*.....	December 31, 1919
Freeport.....	7,463	Nassau.....	Clinton M. Flint.....	December 31, 1919
Geneseo.....	2,253	Livingston.....	Elliott A. Horton.....	April 1, 1919
Goshen.....	3,511	Orange.....	Charles C. Chappell.....	December 31, 1917
Gouverneur.....	4,164	St. Lawrence.....	George W. Parker.....	December 31, 1917
Gowanda.....	2,524	Cattaraugus and Erie.....	Elwin A. Bartlett*.....	December 31, 1917
			John W. Schatt*.....	December 31, 1917
Granville.....	3,890	Washington.....	A. M. Martin.....	December 31, 1919
Green Island.....	4,533	Albany.....	Henry Farmer*.....	December 31, 1919
			Albert Wolf*.....	December 31, 1917
Greenport.....	3,735	Suffolk.....	J. Willard Preston.....	December 31, 1916
Greenwich.....	2,315	Washington.....	James White.....	December 31, 1916
Hamburg.....	2,744	Erie.....	A. C. Stoltz.....	December 31, 1916
Hamilton.....	1,586	Madison.....	Charles W. Underhill*.....	December 31, 1917
Hammondsport.....	1,560	Steuben.....	Harry M. Benner.....	December 31, 1916
Hastings-on-Hudson.....	5,461	Westchester.....	James E. Hogan.....	December 31, 1916
Haverstraw.....	5,418	Rockland.....	Dayton W. Jones.....	December 31, 1920
Hempstead.....	6,073	Nassau.....	Walter R. Jones*.....	December 31, 1917
Herkimer.....	9,577	Herkimer.....	W. H. Whitehead.....	December 31, 1918
Highland Falls.....	2,518	Orange.....	Moses F. Nelson*.....	December 31, 1919
Holley.....	1,780	Orleans.....	Frederick W. Church*.....	December 31, 1916
Homer.....	2,871	Cortland.....	W. J. Stafford.....	December 31, 1917
Hornick Falls.....	5,406	Remondue.....	Sylvester E. Scott.....	March 31, 1918

Horseheads.....	1, 949	Chemung.....	L. M. Brown.....	December 31, 1919
Hudson Falls.....	5, 585	Washington.....	A. N. Richards.....	December 31, 1920
Illion.....	8, 900	Herkimer.....	Elliott T. Lester.....	March 31, 1920
Irvington.....	2, 379	Westchester.....	Irving M. Taylor.....	December 31, 1919
Keeseville.....	1, 795	Clinton and Essex.....	S. E. Wolcott*.....	December 31, 1917
Kennore.....	1, 700	Erie.....	Frank D. Booth.....	December 31, 1919
Lake Placid.....	1, 977	Essex.....	Thomas A. Leahy*.....	December 31, 1919
Lancaster.....	5, 094	Erie.....	Joseph Adolf.....	April 20, 1917
Larchmont.....	2, 060	Westchester.....	A. H. Bierwirth*.....	December 31, 1917
LaSalle.....	2, 402	Niagara.....	John H. Mason.....	March 31, 1917
Lawrence.....	1, 870	Nassau.....	J. Russell Sprague.....	December 31, 1918
LeRoy.....	4, 084	Genesee.....	Scott W. Skinner, Jr.....	May 1, 1917
Lestershire.....	5, 400	Broome.....	W. F. Ingerson.....	December 31, 1919
Liberty.....	2, 395	Sullivan.....	Henry Grant*.....	December 31, 1919
Liverpool.....	1, 591	Onondaga.....	George B. Dolsen*.....	December 31, 1917
Lowville.....	3, 244	Lewis.....	Charles S. Mareness*.....	December 31, 1919
Lynbrook.....	3, 055	Nassau.....	Edward T. Neu.....	December 31, 1919
Lyons.....	4, 742	Wayne.....	James C. Sheffield.....	March 15, 1918
Malone.....	7, 404	Franklin.....	Frank Bigelow.....	December 31, 1918
Manaroneck.....	7, 290	Westchester.....	William A. Boyd*.....	December 31, 1920
			Patrick H. Collins*.....	December 31, 1920
			E. L. C. Robbins*.....	December 31, 1916
			Louis Taylor*.....	December 31, 1916
			George E. Britton*.....	December 31, 1917
			G. A. Chase*.....	December 31, 1919
Massena.....	4, 614	St. Lawrence.....	Fred B. Skinner.....	December 31, 1917
			John Buhler.....	December 31, 1917
Medina.....	6, 079	Orleans.....	Fred M. Graves*.....	December 31, 1917
Mineola.....	2, 318	Nassau.....	John B. Gregory.....	December 31, 1919
Mohawk.....	2, 577	Herkimer.....	Sanford D. Case*.....	December 31, 1917
Monroe.....	1, 519	Orange.....	William Fitzsimmons*.....	December 31, 1916
Monticello.....	2, 132	Sullivan.....	K. D. L. Niven*.....	December 31, 1917
			A. Robinson*.....	December 31, 1916
			William C. DuFrance.....	December 31, 1916
Mt. Kisco.....	2, 902	Westchester.....	C. W. Gamble.....	January 31, 1917
Mt. Morris.....	3, 884	Livingston.....	Gordon G. Harris.....	March 31, 1917
Newark.....	6, 468	Wayne.....		

VILLAGE POLICE JUSTICES — Continued

Village	Population in 1915	County	Police Justice	Term ends
North Pelham	1,874	Westchester	Justice of the Peace	December 31, 1916
Northport	2,527	Suffolk	Charles B. Partridge*	December 31, 1917
North Tarrytown	4,877	Westchester	Bernard H. Foley*	December 31, 1917
			Traverse A. Armstrong*	December 31, 1917
Northville	1,635	Fulton	Lee S. Anibal	December 31, 1917
Norwood	1,879	St. Lawrence	H. H. Bailey*	December 31, 1919
Nyack	4,291	Rockland	Walter S. Gedney	May 1, 1917
Ossining	10,326	Westchester	Irving Valentine	December 31, 1916
Owego	4,570	Tioga County	Addison J. Robison	December 31, 1919
Oxford	1,594	Chenango	George A. Purdy*	April 5, 1917
Palmyra	2,469	Wayne	C. W. Williamson	December 31, 1918
Patchogue	4,506	Suffolk	Clarence W. Coleman	March 1, 1917
Peekskill	15,502	Westchester	J. Wesley Barker	December 31, 1920
Penn Yan	4,725	Yates	William H. Fiero*	December 31, 1917
			Abraham Gridley*	December 31, 1917
Perry	5,009	Wyoming	D. H. Stoll*	December 31, 1917
Philmont	2,060	Columbia	W. D. Olmsted	December 31, 1917
Phoenix	1,655	Oswego	Frank B. Lindsay	March 1, 1917
Pleasantville	2,464	Westchester	Richard D. Latham	March 1, 1919
Port Chester	15,129	Westchester	James E. Moore	December 31, 1919
Port Henry	2,584	Essex	Edward V. Brophy	May 15, 1917
			Lee W. Burhams*	December 31, 1917
Potsdam	4,157	St. Lawrence	Fred J. Ring*	December 31, 1919
Pulaski	1,860	Oswego	Nathan E. Clark, Jr.*	December 31, 1919
Ravena	1,700	Albany	George W. Morton*	December 31, 1919
Rhinebeck	1,580	Dutchess	William H. Shear	March 24, 1917
Richfield Springs	1,623	Otsego	Eugene Van Wagenen	March 5, 1917
Rockville Center	6,233	Nassau	James A. Storey	December 31, 1919
			Harrison B. Wright	December 31, 1918

Rouses Point.....	Clinton.....	A. W. Getty*	December 31, 1918
Rye.....	Westchester.....	R. N. Edwards.....	December 31, 1916
Sag Harbor.....	Suffolk.....	Cortland Kiernan.....	December 31, 1919
St. Johnsville.....	Montgomery.....	Charles W. Lambert.....	December 31, 1919
Saranac Lake.....	Essex and Franklin.....	S. A. Miller*.....	December 31, 1919
Saugerties.....	Ulster.....	Benjamin N. Coon.....	December 31, 1917
Scarsdale.....	Westchester.....	William Mercer.....	December 31, 1919
Schuylerville.....	Saratoga.....	A. G. Barrie*.....	December 31, 1919
Scotia.....	Schenectady.....	C. O. Hemstreet*.....	December 31, 1919
Sea Cliff.....	Nassau.....	Dudley T. Hill*.....	December 31, 1917
Seneca Falls.....	Seneca.....	Charles Snyder, Jr.*.....	December 31, 1919
Sydney.....	Delaware.....	Henry Schaefer.....	December 31, 1917
Silver Creek.....	Chautauqua.....	Alexander J. Byrne.....	December 31, 1916
Skaneateles.....	Onondaga.....	William H. Pierce.....	December 31, 1917
Sloan.....	Erie.....	Eugene Stewart*.....	December 31, 1917
Solvay.....	Onondaga.....	W. A. Giles*.....	December 31, 1916
Southampton.....	Suffolk.....	William Brennan, Sr.....	March 1, 1917
South Glens Falls.....	Saratoga.....	William Bowers.....	December 31, 1917
		L. F. Jennings.....	December 31, 1920
		Herbert E. Gray*.....	December 31, 1917
		George H. Skym*.....	December 31, 1918
		Edwin R. Varney*.....	December 31, 1920
		William Washburn*.....	December 31, 1918
South Nyack.....	Rockland.....	Charles T. Wadsworth.....	December 31, 1919
Spring Valley.....	Rockland.....	Charles B. Fisher.....	December 31, 1919
Springville.....	Erie.....	William H. Warner.....	December 31, 1917
Suffern.....	Rockland.....	Edgar Tilton.....	December 31, 1918
Tarrytown.....	Westchester.....	William B. Moorhouse.....	December 31, 1919
Tiiconderoga.....	Essex.....	H. J. Belden*.....	December 31, 1919
		W. E. Henry*.....	December 31, 1919
		John Phillips*.....	December 31, 1919
		P. F. Roberts*.....	December 31, 1917
		Benjamin B. Riley.....	December 31, 1920
Tuckahoe.....	Westchester.....	John A. Chalmers.....	December 31, 1919
Tupper Lake.....	Franklin.....	J. L. Lusk.....	December 31, 1916
Union.....	Broome.....	John C. Holbrow.....	December 31, 1919
Walden.....	Orange.....		

VILLAGE POLICE JUSTICES — *Concluded*

VILLAGE	Population in 1915	County	Police Justice	Term Ends
Walton.....	3,606	Delaware.....	T. Sanderson.....	December 31, 1916
Wappinger's Falls.....	3,742	Dutchess.....	Holmes Vandewater*	December 31, 1919
Warsaw.....	3,424	Wyoming.....	J. A. McFarlane.....	December 31, 1920
Warwick.....	2,505	Orange.....	J. V. D. Benedict.....	December 31, 1917
Waterford.....	3,047	Saratoga.....	Herbert R. Van Kleeck*	December 31, 1919
Waterloo.....	4,343	Seneca.....	H. W. Turner*	December 31, 1919
Waterville.....	1,564	Oneida.....	Clarence Ten Eyck.....	December 31, 1918
Watkins.....	2,760	Schuyler.....	Gordon W. Stetson*	December 31, 1917
Waverly.....	5,119	Tioga.....	S. Peter Rosseau.....	March 31, 1917
Wayland.....	1,699	Steuben.....	Charles O. Hoagland.....	December 31, 1919
Wellville.....	4,595	Allegany.....	C. J. Weirmiller*	December 31, 1917
West Carthage.....	1,587	Jefferson.....	F. M. Leonard.....	December 31, 1919
Westfield.....	3,319	Chautauqua.....	Clarence T. Wright.....	March 1, 1920
West Haverstraw.....	2,330	Rockland.....	James H. Prendergast*	December 31, 1916
Whitehall.....	4,666	Washington.....	William H. Eckroyd*	December 31, 1918
Whitesboro.....	2,493	Oneida.....	John Evans*	December 31, 1920
			A. D. Bartholomew.....	December 31, 1917
			Charles T. Sperry.....	April 14, 1917

* Justice of the peace, acting as village police justice.

SECTION 4

DIRECTORY OF PUBLIC INSTITUTIONS

INSTITUTIONS FOR BOYS UNDER 16 YEARS OF AGE AT TIME OF COMMITMENT

Name of institution	Location	Administrative head	Laws relating to institution	Territory from which institution receives commitments	Persons received on commitment
<i>State Training Schools</i> State Agricultural and Industrial School for Boys.	Industry, Monroe County.	David Bruce, Superintendent.	State Charities Law, §§ 180-184; Penal Law, § 2184.	4th, 5th, 6th, 7th and 8th judicial districts.	Receives boys, under the age of 16 years, committed for delinquency, vagrancy or as disorderly or ungovernable children.
New York House of Refuge.	Randall's Island, New York city.	Col. Edward C. Barber, Superintendent.	State Charities Law §§ 180-184; Penal Law, § 2184.	1st, 2d, 3d and 9th judicial districts.	To be superseded by the State Training School for Boys at Yorktown Heights. Receives boys, under the age of 18 years, committed for delinquency, vagrancy or as disorderly or ungovernable children.
New York State Training School for Boys.	Yorktown Heights.	Superintendent.	Laws of 1911, chapter 639; Penal Law, § 2184.	1st, 2d, 3d and 9th judicial districts.	When completed will receive boys under the age of 16 years, committed for delinquency, vagrancy or as disorderly or ungovernable children.
<i>Private Institutions</i>	(See directory of State Board of Charities.)				

INSTITUTIONS FOR GIRLS UNDER 16 YEARS OF AGE AT TIME OF COMMITMENT

Name of institution	Location	Administrative head	Laws relating to institution	Territory from which institution receives commitments	Persons received on commitment
<i>State Training School</i> New York State Training School for Girls.	Hudson, Columbia County.	Dr. Hortense V. Bruce, Superintendent.	State Charities Law, §§ 199-213; Penal Law, § 2184.	Any part of the State.	Receives girls, under the age of 16 years, committed for delinquency, vagrancy or as disorderly or ungovernable children.
<i>Private Institutions</i>	(See directory of State Board of Charities.)				

INSTITUTIONS FOR MEN

Name of institution	Location	Administrative head	Laws relating to institution	Territory from which institution receives commitments	Persons received on commitment
<i>State Prisons</i>					
Auburn.....	Auburn, Cayuga County.	Charles F. Rattigan, Warden.	Prison Law, §§ 70-74; Penal Law, §§ 2183, 2198.	5th, 6th, 7th and 8th judicial districts.	Receives males 16 years or older, convicted for the first time of a felony, or of being an habitual criminal; also, receives by transfer from other prisons persons who have previously served one term in prison.
Clinton.....	Dannemora, Clinton County.	John D. Trombly, Warden.	Prison Law, §§ 70-74; Penal Law, §§ 2183, 2198.	3d and 4th judicial districts.	Receives males 10 years or older convicted for the first time of a felony, or of being an habitual criminal; also receives by transfer from other prisons, persons who have previously served two terms in prison, and tuberculous prisoners.
Great Meadow.....	Conestock, Washington County.	William J. Homer, Warden.	Laws of 1909, chapter 459.	Receives prisoners on transfer from other prisons only.	Receives prisoners by transfer from other prisons.
Sing Sing.....	Ossining, Westchester County.	Thos. Mott Osborne, Warden.	Prison Law, §§ 70-74; Penal Law, §§ 2183, 2198.	1st, 2d and 9th judicial districts.	Receives males, 16 years or older, convicted for the first time of a felony, or of being an habitual criminal.
<i>State Reformatories</i>					
New York State Reformatory for Men.	Elmira, Chemung County.	Patrick J. McDonnell, Superintendent.	Prison Law, §§ 280-308; Penal Law, § 2185.	Any part of the State.	Receives males, between 16 and 30 years of age, convicted for the first time of a felony.
Eastern State Reformatory for Men.	Nanpnoch, Ulster County.	George Deyo, Assistant Superintendent.	Prison Law, §§ 280-308.	By transfer from Elmira.	Receives prisoners by transfer from the State Reformatory at Elmira.
<i>State Hospitals for Insane Criminals, and Insane Hospital.</i>					
Dannemora State Hospital.	Dannemora, Clinton County.	Charles H. North, M. D., Superintendent.	Insanity Law, §§ 140-153.	Any part of the State.	Receives adult males declared insane while confined in State prison or reformatory or while serving a penitentiary sentence of more than one year for a felony.

Matteawan State Hospital.	Matteawan, Dutchess County.	Raymond F. C. Kiehl, M. D., Medical Superintendent.	Insanity Law, §§ 110-125; Penal Law, §§ 454, 736.	Any part of the State.	Receives insane males or females accused of crime; convicted males sentenced for one year or less who may be declared insane, and female convicts who become insane while serving sentence.
State Farm Colony.	Green Haven, Dutchess County.	None yet appointed.	Laws of 1911, chapter 812.	Any part of the State.	Will receive males, over the age of 21, adjudged to be vagrants or tramps; term of commitment not to be in any case over two years.
Penitentiaries Albany County.....	Albany.....	James D. Patton, Custodian.	Penal Law, §§ 2182, 2186, 2190; Prison Law, §§ 320-324; County Law, § 12. (The above laws apply to all penitentiaries.)	Each penitentiary receives commitments from the county in which it is located and also by contract from other counties.	Receives males 16 years old or older, sentenced to imprisonment for not less than sixty days nor more than one year.
Erie County.....	Buffalo.....	Harry M. Kaiser, Superintendent.			
Monroe County.....	Rochester.....	William H. Craig, Superintendent.			
Onondaga County.....	Jamestown.....	John S. Markell, Superintendent.			
New York.....	Blackwell's Island, Manhattan.	John J. Murtha, Warden.	Greater New York Charter.	New York city.....	Receives adult males convicted of misdemeanors and minor offenses, for terms of 30 days or upwards.
County Jails Albany County Jail..... Allegany County Jail..... Broome County Jail..... Cattaraugus County Jail..... Cayuga County Jail..... Chemung County Jail..... Chautauque County Jail..... Elmira..... Chemung County Jail..... Clinton County Jail..... Columbia County Jail..... Cortland County Jail..... Delaware County Jail.....	Albany. Belmont. Binghamton. Little Valley. Auburn. Mayville. Elmira. Chemung County Jail..... Norwich. Plattsburgh. Hudson. Cortland. Delhi.	The sheriff of the county is the warden of the county jail. For names of sheriffs see Section 3, Part 3, of this Directory.	Penal Law, §§ 2181, 2182; Prison Law, §§ 340-360; County Law, §§ 90, 92. (The above laws apply to all county jails.)	Each county jail receives commitments from courts in the county in which the jail is located.	Receive adults committed as witnesses, or awaiting the action of the grand jury, or for trial or examination, or sentenced to imprisonment for a term of one year or less. Note: ("Persons in custody on civil process, or committed for contempt, or detained as witnesses, shall not be put or kept in the same room with persons detained for trial or examination upon a criminal charge, or with convicts under sentence... Persons detained for trial or

INSTITUTIONS FOR MEN — Continued

Name of institution	Location	Administrative head	Laws relating to institution	Territory from which institution receives commitments	Persons received on commitment
Dutchess County Jail...	Boughkepaie.				examination upon a criminal charge shall not be put or kept in the same room with convicts under sentence. Minors shall not be put or kept in the same room with adult prisoners. A woman detained in any county jail or penitentiary upon a criminal charge, or as a convict under sentence, shall not be kept in the same room with a man. County Law, § 32. No child under restraint or conviction, actually or apparently under the age of sixteen years, shall be placed in any prison or place of confinement, or in any court room, or in any vehicle for transportation in company with adults charged with or convicted of crime." Penal Law § 486.)
Essex County Jail...	Ruffalo.				
Franklin County Jail...	Elizabethtown				
Fulton County Jail...	Malone.				
Genesee County Jail...	Johnstown				
Hamilton County Jail...	Catskill.				
Herkimer County Jail...	Lake Pleasant.				
Jefferson County Jail...	Herkimer.				
Kings County Jail...	Brooklyn.				
Livingston County Jail...	Lowville.				
Madison County Jail...	Genesee.				
Monroe County Jail...	Wampsville.				
Montgomery County Jail...	Rochester.				
Nassau County Jail...	Fonda.				
New York County Jail...	Mincola.				
Ludlow St.	New York city.				
Niagara County Jail...	Lockport.				
Oneida County Jail...	Rome.				
Onondaga County Jail...	Utica.				
Ontario County Jail...	Jamesville.				
Orange County Jail...	Canandaigua.				
Orleans County Jail...	Goshen.				
Oswego County Jail...	Newburgh.				
Otsego County Jail...	Albion.				
Putnam County Jail...	Oswego.				
Queens County Jail...	Pulaski.				
Rensselaer County Jail...	Cooperstown.				
Rockland County Jail...	Carmel.				
St. Lawrence County Jail...	Long Island City.				
Saratoga County Jail...	Troy.				
Schenectady County Jail...	Richmond.				
Schoharie County Jail...	New City.				
Schuyler County Jail...	Canton.				
	Ballston Spa.				
	Schenectady.				
	Schoharie.				
	Watkins.				

Seneca County Jail.....	Ovid.					
Steuben County Jail.....	Waterloo.					
Suffolk County Jail.....	Bath.					
Sullivan County Jail.....	Riverhead.					
Tioga County Jail.....	Monticello.					
Tompkins County Jail.....	Owego.					
Ulster County Jail.....	Ithaca.					
Warren County Jail.....	Kingston.					
Washington County Jail.....	Lake George.					
Wayne County Jail.....	Salem.					
Westchester County Jail.....	Lyons.					
Wyoming County Jail.....	White Plains.					
Yates County Jail.....	Warsaw.					
	Penn Yan.					
<i>New York City Institutions.</i>						
New York City Reformatory of Misdemeanants.	{ Hart's Island, The Bronx. New Hampton Farm, Orange Co.	L. E. Lawes, Superintendent.	Greater New York Charter.	New York city.....		Receives male misdemeanants sentenced as first offenders between the ages of 16 and 30 years.
Workhouse.....	Blackwell's Island, Manhattan.	Frank W. Fox, Warden.	Greater New York Charter.	New York city.....		Receives adult males convicted of minor offenses for terms of 10 days to 6 months.
Branch Workhouses....	Hart's Island..... Riker's Island.....	Henry O. Schleth..... Joseph A. McCann, Head Keeper.	Greater New York Charter.	New York city.....		Receives adult males on transfer, from the Workhouse or from Blackwell's Island Penitentiary.
City Prison ("The Tombs.")	Center and Franklin Sts., Manhattan.	John J. Hanley, Warden.	Greater New York Charter.	Boroughs of Manhattan and The Bronx.		Receives defendants held for trial in the Court of Special Sessions, the Court of General Sessions or the Supreme Court in New York County; also adult male misdemeanants committed for less than 10 days.
2d District.....	West 10th St. and 8th Ave.	Peter A. Mallon, Warden.				
3d District.....	East 5th St. and Second Ave. and 1st St.					
4th District.....	151 East 57th St.					
5th District.....	121st St. and Sylvan Place.					
6th District.....	162d St. and Brook Ave.					
7th District.....	315 West 53d St.					
8th District.....	181st St. and Boston Road.					
9th District.....	West 10th St. and Sixth Ave.					
10th District.....	151 East 57th St.					

INSTITUTIONS FOR MEN—Concluded

Name of institution	Location	Administrative head	Laws relating to institution	Territory from which institution receives commitments	Persons received on commitment
City Prison, Brooklyn...	149 Raymond St., Brooklyn.	John Hayes, Warden.	Greater New York Charter.	Borough of Brooklyn	Receives persons held for trial in the County Court of Kings County; also those sentenced for short terms for misdemeanors.
City Prison, Queens....	Court Square and Jackson Ave., Long Island City.	Robert Barr, Deputy Warden.	Greater New York Charter.	Borough of Queens...	Receives persons held for trial in the County Court of Queens County; also those sentenced for short terms for misdemeanors.
Farm for Inebriates....	Warwick, N. Y.	Dr. Charles F. Stokes, Medical Director.	Chap. 551, Laws of 1910. Chap. 327, Laws of 1915.	New York city.....	Under the direction of the Board of Inebriety, office 300 Mulberry st., Charles Sampson, Executive Secretary. Capacity of Institution about 100. Receives drunkards and drug addicts voluntarily at present; later to be committed by the courts. Board maintains field officers for investigation and after care.

* Department of Correction, Municipal Building (Burdette G. Lewis, Commissioner), has charge of all public correctional institutions in New York city.

INSTITUTIONS FOR WOMEN

Name of institution	Location	Administrative head	Laws relating to institution	Territory from which institution receives commitments	Persons received on commitment
<i>State Prison</i> State Prison for Women.	Auburn, County.	Charles F. Rattigan, Warden.	Prison Law, §§ 90-100; Penal Law, § 2187.	Any part of the State.	Receives females sixteen years old or older convicted of a felony or of being an habitual criminal.
<i>State Reformatories</i> New York State Reformatory for Women.	Bedford, Westchester County.	Mary Rebecca Moore, Superintendent.	State Charities Law, §§ 220-233.	1st, 2d, 3d, and 9th judicial districts.	Receives females from 16 to 30 years of age, convicted of a misdemeanor, vagrancy, habitual drunkenness, being a common prostitute, or frequenting disorderly houses or houses of prostitution, and who are not insane, nor mentally nor physically incapable of being substantially benefited by the discipline of the institution.
Western House of Refuge for Women.	Albion, County.	Mrs. Flora E. Daniels, Superintendent.	State Charities Law, §§ 220-233.	4th, 5th, 6th, 7th and 8th judicial districts.	Receives females from 16 to 30 years of age, convicted of a misdemeanor, vagrancy, habitual drunkenness, being a common prostitute, or frequenting disorderly houses or houses of prostitution, and who are not insane, nor mentally nor physically incapable of being substantially benefited by the discipline of the institution.
<i>State Farm</i> State Farm for Women.	Valatie, County.	Mrs. Jane L. Armstrong, Warden.	Laws of 1908, chapter 487.	Any part of the State.	Receive women, not insane, over 30 years old, convicted of a misdemeanor or any lesser offense, and known to have been convicted at least five times during the two years immediately preceding.
<i>State Hospitals</i> State Hospitals for insane convicts and insane criminals. (Same as for men.)	.....	.....	Insanity Law, §§ 110-153.	.....	.....

INSTITUTIONS FOR WOMEN — Concluded

Name of institution	Location	Administrative head	Laws relating to institution	Territory from which institution receives commitments	Persons received on commitment
<i>County Penitentiaries</i> (Same as for men).....	.....	.....	Penal Law, § 2187.		
<i>County Jails</i> (Same as for men).....	.....	.....	Penal Law, § 2187.		
<i>New York City Institutions</i> City prison. (Otherwise same institutions as for men except that no women are committed to the Reformatory of Misdemeanants.)	125 Sixth Ave.				
<i>Private Institutions</i> (See directory of State Board of Charities.)					

SECTION 5
PAROLE OFFICIALS
INSTITUTIONS FOR CHILDREN

STATE AGRICULTURAL AND INDUSTRIAL SCHOOL, Industry: Inmates are paroled by managers. Charles E. Ewing has charge of the placing out and supervision of all Protestant boys. Don C. Manning has charge of the placing out and supervision of all Catholic boys.

First Parole District: Dr. Algernon S. Crapsey, Field Officer, 57 Eagle St., Albany, N. Y., has the supervision of the paroled boys in the following counties: Albany, Columbia, Dutchess, Essex, Fulton, Genesee, Hamilton, Kings, Montgomery, Nassau, New York, Orange, Putnam, Queens, Rensselaer, Richmond, Rockland, Saratoga, Schenectady, Schoharie, Suffolk, Sullivan, Ulster, Warren, Washington, Westchester.

Second Parole District: Lewis H. Mott, Field Officer, 1423 Cortland Ave., Syracuse, N. Y., has the supervision of the paroled boys in the following counties: Broome, Chemung, Chenango, Cortland, Delaware, Franklin, Herkimer, Jefferson, Lewis, Madison, Oneida, Onondaga, Oswego, Otsego, St. Lawrence, Schuyler, Tioga, Tompkins.

Third Parole District: Agents Manning and Ewing as Field Officers have supervision of the paroled boys in the following counties: Cayuga, Livingston, Monroe, Ontario, Seneca, Steuben, Wayne and Yates.

Fourth Parole District: Charles H. Goff, Field Officer, 121 Franklin St., Buffalo, N. Y., has the supervision of the paroled boys in the following counties: Allegany, Cattaraugus, Chautauqua, Erie, Genesee, Niagara, Orleans and Wyoming.

HOUSE OF REFUGE, A REFORMATORY FOR BOYS, Randall's Island, New York city; Inmates are paroled by managers. Parole officers: Frederick C. Helbing, William C. O'Keefe, Xavier Bongiorno, Norman E. Dall, Thomas F. MacNulty and Charles K. Koch. Address Box 15, Station L, New York City.

STATE TRAINING SCHOOL FOR GIRLS, HUDSON: Inmates paroled by managers. Parole officers: Lenna J. Craddock, Cicelee M. Hannon, and Frances A. DeNyse, Hudson. Marshal, Sarah E. Henry, Hudson.

INSTITUTIONS FOR ADULTS.

AUBURN PRISON AND WOMEN'S PRISON, Auburn: Inmates are paroled by State Board of Parole.* Parole officer: Thomas Fowler, territory — the State.

CLINTON PRISON, Dannemora: Inmates are paroled by State Board of Parole.* Parole officer: Edgar C. Farrington, Dannemora; territory — the State.

SING SING PRISON, Ossining: Inmates are paroled by State Board of Parole.* Parole officer: Martin Gallagher; territory — the State.

STATE REFORMATORY FOR MEN, Elmira, and EASTERN STATE REFORMATORY FOR MEN, Napanoch: Inmates are paroled by board of managers of reformatories. Parole officers: Chief parole agent, H. B. Rodgers, 135 East Fifteenth Street, New York city; Assistant parole agents, A. G. Benedict, Aaron L. Budd, 135 East Fifteenth Street, New York city; Martin McDonough, 165 Swan Street, Buffalo.

HOUSE OF REFUGE FOR WOMEN, Albion: Inmates are paroled by board of managers. Parole officer: Capitola Grinnell, Albion; territory — the State, except first, second and third districts.

REFORMATORY FOR WOMEN, Bedford: Inmates are paroled by board of managers. Parole officers: Miss S. A. Ellison, Bedford; Miss Bella L. Murphy, Bedford.

PAROLE COMMISSION OF THE CITY OF NEW YORK, Municipal Bldg.: Paroles inmates of New York City Reformatory of Misdemeanants, Penitentiary and Workhouses; Katherine Bement Davis, Chairman; Bertram deN. Cruger, Alexander McKinny, R. Minnick, Secretary; Chief parole officer: James J. Flynn; Parole officers; Andrew R. Bliss, William R. Hogan, John E. Capless, Frederick S. Roberts, Francis J. A. Brennen, Samuel Ribakove.

* See Section 6, State Department.

SECTION 6

DIRECTORY OF CERTAIN STATE DEPARTMENTS

STATE BOARD OF CHARITIES: Secretary, Charles H. Johnson, The Capitol, Albany.

Inspects all State, county and municipal institutions of a charitable or eleemosynary character; State training schools and reformatories for children; reformatories for women; and the State farms for vagrants.

STATE CIVIL SERVICE COMMISSION: Secretary, John C. Birdseye, The Capitol, Albany; Chief Examiner, Harold N. Saxton.

Conducts civil service examinations for positions in the classified service of the State and counties; supervises and approves the actions of municipal civil service commissions.

STATE DEPARTMENT OF EDUCATION: Commissioner, John H. Finley, The Capitol, Albany; Chief of Division of Compulsory Education, James D. Sullivan.

STATE DEPARTMENT OF HEALTH: Commissioner, Dr. Hermann Biggs, The Capitol, Albany.

STATE HOSPITAL COMMISSION: Secretary, E. S. Elwood, The Capitol, Albany.

Supervises institutions for the care and treatment of the insane.

SUPERINTENDENT OF STATE PRISONS: James M. Carter, The Capitol, Albany.

Has general supervision of the management and discipline of State prisons and the State Farm for Women; maintains a bureau of Bertillon and finger-print records of prisoners in State prisons.

STATE BOARD OF PAROLE: Members, The Superintendent of Prisons, The Capitol, Albany; Henry J. McCann, Albany, and William Townsend, Utica.

Acts on applications of prisoners in State prisons for release on parole; examines and reports to the Governor, with recommendations, concerning applications for pardon referred to it by the Governor.

STATE COMMISSION OF PRISONS: Secretary, John F. Tremain, The Capitol, Albany.

Inspects and exercises general supervision over prisons, reformatories, penitentiaries, jails, workhouses, city prisons, and the State Farm for Women, to which sane adults, charged with or convicted of offenses, are committed; also inspects police stations and lockups.

STATE PROBATION COMMISSION: Secretary, Charles L. Chute, 58 North Pearl Street, Albany.

SECTION 7

LITERATURE PUBLISHED BY THE STATE PROBATION COMMISSION

(Arranged in chronological order.)

Annual Reports

First report of the State Probation Commission for the six months ending December 31, 1907. (217 pages, 1908.)

Second annual report of the State Probation Commission for the year ending December 31, 1908. (150 pages, 1909.)

Third annual report of the State Probation Commission for the year ending December 31, 1909. (216 pages, 1910.)

Fourth annual report of the State Probation Commission for the year ending December 31, 1910. (270 pages, 1911.)

Fifth annual report of the State Probation Commission for the year ending December 31, 1911. (426 pages, 1912.)

Sixth annual report of the State Probation Commission for the year ending September 30, 1912. (384 pages, 1913.)

Seventh annual report of the State Probation Commission for the year ending September 30, 1913. (425 pages, 1914.)

Eighth annual report of the State Probation Commission for the year ending September 30, 1914. (505 pages, 1915.)

Manual for Probation Officers in New York State. (258 pages, 1913.)

Addresses, Leaflets and Pamphlets

A study of Probation in Yonkers. (43 pages, 1907. Reprinted in First Report.)

Recommendations for a Chief Probation Officer in the Juvenile Court of Rochester. (10 pages, 1908. Reprinted in Second Report.)

Out of print.

Catechism of Probation, by Dr. Charles F. McKenna. (8 pages. Adopted as a publication by the Commission in 1908.)

Out of print.

Forms for Juvenile and Adult Probation with Suggestions as to their Use. (27 pages, 1908.)

Superseded.

Illustrative Cases of Probation. Taken from the Annual Report of the State Probation Commission for 1908. (4 pages, 1909.)

Out of print.

Advantages of Probation. (16 pages, 1909. Latest revised edition, 1916.)

County Probation Officers. (12 pages, 1909. Latest revised edition, December, 1912.)

Probation or Jail. (4 pages, 1909. Latest revised edition, 1916.)

What Probation Does; the Story of John. (4 pages, 1909.)

The Prosecution of Parents for the Delinquencies of Their Children. Address by Frank E. Wade at the Thirty-sixth National Conference of Charities and Correction at Buffalo, June 14, 1909. (12 pages, 1909.)

Probation. Address by Edwin Mulready at the Third State Conference of Probation Officers at Albany, November 16, 1909. (8 pages, 1910.)

The Possible Co-ordination of the Correctional Institutions of the State of New York. Address by Dr. O. F. Lewis at the Tenth New York State Conference of Charities and Correction at Albany, November 18, 1909. (17 pages, 1909)

Proceedings of the First Conference of City Magistrates at Albany, December 10 and 11, 1909. (75 pages, 1910. Reprinted in Third Annual Report.)

Recommendations of the State Probation Commission to the Judges of the Court of General Sessions of New York County. (10 pages, 1910. Reprinted in Fourth Annual Report.)

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